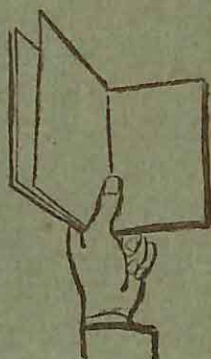


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**A HANDBOOK  
FOR THE  
IMPROVEMENT OF  
TEXTBOOKS  
AND  
TEACHING  
MATERIALS**

**AS AIDS TO INTERNATIONAL UNDERSTANDING**



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**U N E S C O**

A HANDBOOK  
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AND TEACHING MATERIALS  
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INTERNATIONAL  
UNDERSTANDING

UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION  
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THE documents incorporated in this handbook have been selected with a view to encouraging further action on the improvement of textbooks and teaching materials as aids to international understanding. A considerable part of the material in the handbook is new. Certain sections, however, include documentary materials previously produced by the Unesco Secretariat for the improvement of textbooks. Some of these materials have already been reproduced and distributed, but with the exception of the first sections of Part I, none has hitherto appeared in other than mimeographed form.

Much of the material in Part I, "Historical Background", first appeared in 1946 in the mimeographed Unesco Document C/9, the English version of which was entitled *Looking at the World Through Textbooks*. The French version, which bore the title *Les Livres de classe et la Découverte du Monde*, was subsequently revised by the Unesco Secretariat and published in 1947 by the Services français d'Information. The material from that document has been considerably re-arranged and brought up to date in this handbook.

In 1948, the United States Library of Congress published a study entitled *Textbooks — Their Examination and Improvement*, which thoroughly covered the history of textbook improvement from both a documentary and bibliographical point of view. The inclusion of a historical summary in the present handbook was in no sense prompted by any desire to expand that comprehensive report. It was simply felt that the handbook would be more useful if a brief summary of the historical developments in textbook improvement were presented as a basis for interpreting the other materials in the text.

Both the section describing Unesco's programme in textbook improvement and the section containing recommendations for

action were written expressly for the handbook. Included among the recommendations are a number of techniques that have been employed previously as well as some new suggestions for the improvement of textbooks and teaching materials. An effort has been made to present a large variety of possibilities in order that each individual or group may find some activity of interest.

The two documents, "Model Plan" and "Proposed Study by Member States of Their Own Textbooks," were checked, upon their completion, by a small number of experts, then revised and transmitted to Member States on 13 April 1949, with a letter from the Director-General of Unesco inviting participation in the proposed study. The "Bibliography" was at the same time transmitted to Member States. In like manner, the report on international textbook accords was duplicated separately and transmitted to Unesco Member States. A number of documents referred to in the treaty study have been incorporated in the Appendix along with other documentary materials.

The publications mentioned in the text of the handbook are included in the bibliography. Documentation has been kept to a minimum and footnotes have been used only when the information given in the text is not sufficient to locate the publication cited in the bibliography, or when a direct quotation has been used.

PART I

HISTORICAL BACKGROUND

## EARLY EFFORTS TO IMPROVE TEXTBOOKS

## THE PLACE OF TEXTBOOKS AND TEACHING MATERIALS IN DEVELOPING INTERNATIONAL UNDERSTANDING

THE importance of textbooks and teaching materials in shaping attitudes toward other nations and in developing international understanding or misunderstanding has long been recognized. Although teachers directly influence the attitudes of students, and although those who make programmes of study determine, to a large extent, the content used in the classroom, it is from textbooks that most children obtain a connected view of human history and culture and of the world in which they live. The best planned programme, carried out by the most able teachers, cannot achieve maximum effectiveness unless implemented by first-class textbooks and teaching materials.

Since the first world war, extensive efforts have been made to improve textbooks as aids to peace. The second world war was, of course, a discouraging set-back, but fortunately many of the constructive results of earlier work have survived, and those who seek to improve textbooks and teaching materials today have a rich background of experience from which to draw.

One of the major tasks of Unesco is to further education for the development of international understanding, and one important facet of this many-sided responsibility is the improvement of textbooks and teaching materials. The aims of this report, as a contribution to that end, are :

- (1) to provide a description of significant past and present efforts to improve textbooks;
- (2) to provide tools and to present recommendations for future action; and
- (3) to offer suggestions for more effective co-ordination of activities in this field.



Early efforts at textbook improvement were usually undertaken independently; individuals and groups engaged in such work seldom thought of coordinating their activities. By examining the various and distinct patterns which such activities took, a clearer appreciation of over-all developments can be gained than would be the case through a chronological examination of the same material. Hence, the first part of this handbook, which presents a summary of past and present activities in textbook improvement, is divided as follows :

- (1) Early Efforts by Individuals and National Organizations
- (2) The Work of the League of Nations and the International Institute of Intellectual Co-operation
- (3) Work of Other International Organizations on the Problem of Textbooks
- (4) International Activity on a Regional Basis and
- (5) Recent Efforts to Improve Textbooks and Teaching Materials.

#### EARLY EFFORTS BY INDIVIDUALS AND NATIONAL ORGANIZATIONS

The movement to improve textbooks as a means of improving international understanding is not new. It goes back at least as far as the early part of the nineteenth century, when, following the Napoleonic wars, religious pacifists denounced "the teaching of war." In the second half of the century the matter was taken up by secular bodes. A direct attack on the textbook as a source of misunderstanding began in 1889, when the first Universal Peace Conference, attended by many pacifist and internationalist groups, urged that textbooks be purged of false ideas about the nature and causes of war. The Conference also recommended that the amount of space devoted in textbooks to military affairs and war be radically reduced. This body worked persistently on the educational aspect of peace, dealing with it at almost every one of its yearly conferences.

With the first world war, the movement came to a momentary standstill. But one of the outcomes of the war was the widespread conviction that hatred and lack of understanding among nations was, in part, due to the chauvinism found in school textbooks. Within a few months of the armistice the movement for textbook revision not only re-appeared but took on the spirit of a crusade, with teachers' organizations and peace societies in the vanguard.

Geographically the movement was widespread. From 1919 on, widely separated groups of educators and historians throughout the civilized world advocated the removal of all hate-inspiring passages from textbooks. The National Union of Public School Teachers of France and the Colonies, for example, protested, in 1919, against the "teaching of hatred." During the same year the German Association of Radical School Reformers took up the revision of textbooks and the teaching of history. 1919 also saw the Seventh Congress of German Pacifists, which demanded the deletion from textbooks of all ideas favourable to war and their replacement by a spirit of international reconciliation. The following year, 1920, the Japanese Association of Teachers called upon the League of Nations to create a section to analyse textbooks; and the Workers' Education Association of Great Britain supported the plea. Two years later, in Spain, Professor Altamira proposed to the Academy of History that all history textbooks be methodically examined, and in 1923 the Netherlands Teachers Association and the Netherlands Abroad Association expressed views similar to those of the Japanese and British educational organizations. At the same time, the history teachers of Poland were seeking to eliminate all tendentious suggestions from history.

In Europe, especially, these early efforts were extremely energetic. French teachers' unions, inspired by the words of Anatole France, cried, "Burn the books which teach hatred, burn them all".<sup>1</sup> Each association stressed the urgency of the measures proposed — most of which were primarily defensive. For the greater part, they called for such steps as "striking out," "black-listing," and "banning." This negative vocabulary reflected the reaction of ex-service teachers against the chauvinistic textbooks published after 1914. History and geography books bore the brunt of the criticism; but they were not the only publications singled out for attack. Norwegian school teachers and professors, for example, censured books of religious instruction, from which they hoped to eliminate certain war-like and barbarous stories taken from the Old Testament.

Not all these attacks on textbooks were completely negative in their approach. Some offered constructive suggestions for the teaching of peace. The Carnegie endowment inquiry on post-war text-

1. Anatole France's words at the congress of French elementary school teachers at Tours, in 1919.



books, for instance, did much to provide a clear picture of the overall problem. The first volume of this two volume report appeared in 1923.<sup>1</sup> A short time later, the instigators of the revision movement began to attack the problem by surveys and research on the teaching of history.

The resulting national reports and examinations fell into several categories. In some places national organizations studied the textbooks of their own countries. Sometimes the teachers themselves censored the textbooks; this control was exercised especially in countries where teachers and professors chose their own texts. In France, for example, one teachers' union, the *Syndicat National des Instituteurs*, undertook, in 1926, a methodical examination of the textbooks in use. As a result of their work, twenty-six textbooks containing tendentious passages were boycotted. Within two years the teachers had obtained the elimination or modification of many objectionable passages.<sup>2</sup>

In other countries, research and analytical studies were undertaken with the collaboration of individuals and private organizations. In the United States, for instance, an inquiry on the space devoted to war in elementary school history books was made by the American Association for Peace Education. A summary of the results of this investigation was published in 1923.<sup>3</sup> A similar American inquiry, made under the auspices of the National Council for the Prevention of War, was published in 1923.<sup>4</sup> The study showed the number of pages devoted by various textbooks to arbitration, limitation of armaments, Pan-American Conferences and other allied topics. Along the same lines, the American Association of University Women, aided by the World Federation of Educational Associations, published a study of the relative space allotted to military, political, economic and social history in some sixty

1. Dotation Carnegie pour la Paix Internationale, *Enquête sur les Livres scolaires d'après Guerre* (Paris : Centre Européen de la Dotation Carnegie, 1923), I.
2. International Institute of Intellectual Cooperation, *School Textbook Revision and International Understanding* (2nd edition; Paris : The Institute, 1933), 119-123.
3. Association for Peace Education, *An Analysis of the Emphasis Upon War In Our Elementary School Histories* (Chicago : The Association, 1923).
4. Isabelle Kendig-Gill, *War and Peace in United States History Textbooks* (Washington, D.C. : National Council for the Prevention of War, 1923), Educational Series Pamphlet No. 2.

history books.<sup>1</sup> Another valuable investigation in the U.S.A. was Bessie L. Pierce's study of civic attitudes, published in 1930.<sup>2</sup> Dr. Pierce devoted herself to a general study of the great events in world history as described in a wide variety of United States textbooks on history, geography, civics, modern languages and music.

Another type of critical study dealt with the manner in which a particular country was treated in foreign textbooks. Thus, the German Association of History Teachers issued, in 1927, a document<sup>3</sup> dealing with the treatment of Germany in foreign, post-war textbooks.

Whereas the authors of most of these early studies concentrated their efforts on the contents of textbooks, endeavouring to define and apply a method of critical analysis, a few writers attacked the general problem of the teaching of history or prepared working materials for textbook authors. In 1920, for example, the Association of Radical School Reformers in Germany issued a series of synoptical history tables for the period 1500 to 1920.<sup>4</sup>

Other studies dealt with still wider aspects of the textbook problem, stressing the place which should be given education to a knowledge and understanding of other nations. For example, the Bureau of Cooperative Research at the University of Indiana (U.S.A.) published in 1929 the findings of an inquiry on the attitude of American educators towards education for peace.<sup>5</sup> This was accompanied by another book which presented a tentative programme for the teaching of world understanding in elementary and

1. Laura F. Ullrich (chairman), "Report of the Committee on U.S. History Textbooks Used in the U.S. Schools," *Proceedings of the Sixth National Convention and Forty-second General Meeting of the American Association of University Women*, held in New Orleans, La., April 9-12, 1929 (Washington, D.C. : The Association, 1929).
2. Bessie L. Pierce, *Civic Attitudes in American School Textbooks* (Chicago : University of Chicago Press, 1930).
3. Hermann Pinnow, *Deutschland im Lichte ausländischer Schulbücher der Nachkriegszeit* (Berlin : Verlag für Kulturpolitik, 1927).
4. Siegfried Kawerau, *Die synoptische Geschichtstabellen für die Zeit von etwa 1500-1920* (Ed. 2; Berlin : Zentralvertrieb Zeit Geschichtlicher Bücher-E. Laub, 1922).
5. Henry L. Smith and Leo M. Chamberlain, *An Analysis of the Attitudes of American Educators and Others Toward a Program of Education for World Friendship and Understanding* (Bloomington, Ind. : Indiana University, 1929), Vol. V, No. 4.



secondary schools, and in teacher-training institutions.<sup>1</sup> Both of these books stressed the need for continual revision of textbooks and mentioned certain psychological difficulties, such as the distrust by pupils of teachers who claim to "correct the book." During this period there were similar efforts in other countries. In Germany, a study appeared in 1921 entitled *Der Unterricht im Geiste der Völkerversöhnung*,<sup>2</sup> concerned with teaching in the spirit of the reconciliation of peoples, and in 1931 a book written by Dr. Claparède was published in Switzerland. This work, *L'Enseignement de l'Histoire et l'Esprit international*,<sup>3</sup> dealt with history teaching and the spirit of internationalism. The following year, in Spain, Dr. Altamira published a volume on the problems involved in teaching the reconciliation of peoples.<sup>4</sup>

By 1930, in most countries the textbook problem was clearly recognized and defined. The technique of the broad survey was established. Now the field of research narrowed, and comparative studies made their appearance. Such investigations were usually concerned with the treatment of war in history books. To this category, for example, belongs the American study conducted in 1931 by John Harbourt on *The World War in French, German, English and American Secondary School Textbooks*.<sup>5</sup>

In summary, then, at the end of the first world war individuals and national organizations interested in education or in the preservation of peace opened a campaign for the revision of textbooks, especially those dealing with history. Between 1920 and 1932 the range of the campaign broadened; and although the struggle against "dangerous" textbooks continued, the more constructive attempt to awaken in pupils a sense of world good will gradually gained increasing support.

1. Henry S. Smith and Sherman G. Crayton, *Tentative Program for Teaching World Understanding in Teacher-Training Institutions and in Public Schools for Children who range from six to fourteen years of age* (Bloomington, Ind. : Indiana University, 1929), Vol. V, No. 5.
2. Erich Witte, *Der Unterricht im Geiste der Völkerversöhnung* (Berlin-Leipzig : Oldenburg, 1921).
3. Jean-Louis Claparède, *L'Enseignement de l'Histoire et l'Esprit international* (Ed. 2; Paris : Presses Universitaires de France, 1931).
4. Rafael Altamira y Crevea, *Problèmes modernes d'enseignement en vue de la conciliation entre les peuples et la paix morale*, trans. Michel Lhéritier (Paris : Presses Universitaires de France, 1932).
5. John Harbourt, *The World War in French, German, English and American Secondary School Textbooks* (Philadelphia: McKinley, 1931).

Writing and action produced their effect. In several countries governments organized official textbook revision bodies. In Uruguay, as early as 1929, a Commission of the National Council on Primary Education was entrusted with the task of textbook revision. In France, the campaign carried on by the teachers inspired the government to create, in 1932, an Inter-departmental Committee for Textbook Examination, and in Poland a Special Committee of the Ministry of Religion and Education was authorised in 1931 to deal with textbook revision. In fact, according to an enquiry opened in 1932 by the International Institute of Intellectual Cooperation, twelve countries (ten in Europe, one in Asia, and one in South America) had already taken action, either by definite decrees or by general instructions, against textbook passages likely to offend foreign countries.

These early individual and national efforts described above were largely scattered and independent. However, as we shall see below, private international organizations and the League of Nations, took an interest almost from the beginning in coordinating such national activities.



## CHAPTER TWO

### THE WORK OF THE LEAGUE OF NATIONS AND THE INTERNATIONAL INSTITUTE OF INTELLECTUAL COOPERATION

**S**HORTLY after the establishment of the League of Nations, national groups began to request the inclusion of textbook revision studies within the scope of League activities. The first such requests came from the French League of Nations Association in 1920, and from the corresponding British association in 1921. These and other requests were eventually considered and acted upon by three subsidiary League bodies: (1) the International Committee on Intellectual Cooperation; (2) the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations; and (3) the Moral Disarmament Committee, set up in connection with the Conference for the Reduction and Limitation of Armaments (1931). The contributions of these three organizations are difficult to judge separately.

The League's work on textbooks falls into two distinct periods. The first of these was the period of defensive action and of the campaign against tendentious teaching; and the second, which was a natural result of the first, the period of constructive efforts to direct education towards peace.

During the first few years the International Committee on Intellectual Cooperation (I.C.I.C.) confined itself to collecting and studying the various proposals submitted to it. These dealt not only with the revision of textbooks and the reform of history teaching, but also with the publication of international textbooks.

*The Casares Procedure.* In 1924 the Spanish representative, Mr. Casares, took the initiative in proposing a more positive programme for the I.C.I.C. After observing that it was premature to attempt the teaching of any subject, especially of history, from an international point of view, he submitted the first text of the resolution which was later to bear his name. In brief, it committed the I.C.I.C. to a programme of deletion and modification of prejudiced passages in textbooks as an effective means for bringing about

the intellectual rapprochement of peoples. Recognizing the pressure from various sources and the magnitude of any large-scale study, the I.C.I.C. requested the cooperation of its National Committees<sup>1</sup> in undertaking a procedure "whose extreme elasticity seems of a nature to obviate any risk of wounding national susceptibilities."

This procedure provided, in effect, that a National Committee, finding an objectionable statement in a foreign textbook, might notify the National Committee of the offending country, at the same time pointing out suggested changes. The body receiving the complaint was to decide what action should be taken. Results of such action, if any, were to be reported both to the National Committee raising the initial complaint and to the International Committee on Intellectual Cooperation. However, if the National Committee receiving the complaint did not see fit to take any action, it was not obliged to furnish any explanation for its decision. All complaints were to apply strictly to factual material; and religious, moral, political or personal opinions were expressly forbidden as subjects for complaint. On the positive side, each National Committee was requested to specify the publications most suitable for giving foreigners a knowledge of the history, civilization and present position of its country.

The Casares Resolution<sup>2</sup> was adopted by the Assembly of the League of Nations in 1926; and during the next six years the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations endeavoured to strengthen the Casares procedure and to enlarge its scope. In 1931 the question of textbook examination was entrusted to a special committee of experts appointed by the I.C.I.C., consisting of three educators, three historians and one member of a National Committee. To facilitate this work, the International Institute of Intellectual

1. Immediately after its inception, the I.C.I.C. realized the need of reaching not only governmental administrations but also — through centres of coordination — the non-governmental organs of each country. From this sprang the idea of encouraging the creation of "National Committees," which, founded in certain countries on the initiative of private cultural or scientific organizations, were recognized in 1923 by the League of Nations. These National Committees, numbering fifty-three in 1938, served a triple function, acting (a) as liaison between the I.C.I.C. and the active groups in each country, (b) as executive organs taking part in the varied research of the I.C.I.C., and (c) as organs of national coordination.
2. See Appendix A, document I.



Cooperation, an organ of the International Committee on Intellectual Cooperation, had been instructed in 1930 to undertake a general enquiry into the textbook revision measures taken up to that time either by governments or by national or international organizations. The results of this inquiry were published in a French edition in 1932, and in the following year in an expanded English edition.<sup>1</sup>

Despite the fact that the Casares Resolution had been adopted by the League, and had been discussed at many of its meetings as well as at meetings of the I.C.I.C. and related national and international groups, the Casarès procedure was utilized only three times between 1926 and 1930. Of these three attempts, only one resulted in an actual textbook modification. As a consequence, an amended version of the Casares Resolution providing stronger measures was adopted by the I.C.I.C. and the League in 1932.<sup>2</sup> Under the new plan the National Committees were to be used as the agents of further surveys; and their field of investigation was enlarged to include textbooks on geography, civics and the history of civilisation, as well as anthologies and readers used both in public and in private education. National Committees were asked to reply henceforth to all requests for textbook corrections, whether such corrections were made or not. Copies of both requests and replies were to be forwarded to the I.C.I.C., and in cases where negotiations failed, the I.C.I.C. was to offer its services as mediator. National Committees were asked to provide lists of the best books in their respective countries and to furnish data on the methods employed in their countries for the selection of textbooks. Finally, as a more constructive measure, the national bodies were requested to bring to the notice of the international organization textbooks in other countries which seemed specially worthy of commendation. The remainder of the revised Casares plan constituted a complete programme of long-term action. Under this programme the I.C.I.C. recommended to governments or local school boards the launching of official campaigns for the revision of textbooks; it appealed to the national branches of the major international associations for aid in these campaigns; and it instructed its

1. International Institute of Intellectual Cooperation, *School Textbook Revision and International Understanding* (English edition; Paris : The Institute, 1933).
2. See Appendix A, document II, for complete text.

executive organ, the I.C.I.C., to pursue its documentary enquiries. It underlined also the importance of psychological studies.

*The Declaration on the Teaching of History.* Any action that was taken under these two versions of the Casarès plan was unofficial and involved no government action. In many countries, however, the control over teaching materials and teaching resided with the national government. It was, therefore, soon realized that the Casares procedure needed to be supplemented by diplomatic agreements.

In 1935 the Institute of Intellectual Cooperation was asked to prepare a draft model international agreement for the teaching of history. The final draft, in the form of a multilateral declaration, was adopted by the I.C.I.C. in 1935, transmitted to the Assembly of the League, amplified by the League Secretariat, and finally circulated to member and non-member States.<sup>1</sup>

In the final text of this agreement, the signatory powers expressed their desire to strengthen and develop good relations, recognized the contribution to such better relations made by a wider knowledge of history on the part of the younger generation, and acknowledged the value of eradicating tendentious statements in textbooks. They declared that the attention of textbook writers and competent authorities should be drawn to the importance of giving a large place in textbooks to the history of other nations and to the development of a realization of the interdependence of nations. They agreed, furthermore, to the need for a committee in every country, composed of history teachers and other members of the teaching profession. These committees, which would be set up by the respective National Committees on Intellectual Cooperation, would be authorized to suggest solutions to the national authorities or other organizations. It was suggested that they use the procedure worked out in the Casares resolution in carrying out their tasks.

During 1936, thirty-four nations acknowledged receipt of this declaration. Nearly all of them approved its principles and twelve replied that they were already applying it. Fifteen others expressed their willingness to approve the section regarding textbook writers and authorities. Some seven countries declined to approve it. The United States, for example, considered it impossible to sign because of the fact that in that country public

1. The complete text of this document appears in Chapter IX, A Study of Bilateral and Multilateral Textbook Accords.



education was not under the control of the Federal Government. The French cited the independence of teachers and historians as something they did not want to curb in any way. Great Britain expressed the opinion that its signature would necessitate the assumption by that Government of the power to enforce the declaration, which would be an infringement of the powers of local educational authorities and teachers. Thus, the first official attempt at international action was welcomed by the small nations, but rejected for various reasons by those Great Powers which were interested in textbook revision as a contribution toward peace. However, the Declaration on the Teaching of History was adopted by the League Assembly in 1937; and the following fifteen nations subsequently adhered to it: Afghanistan, Argentina, Belgium, Chile, Colombia, the Dominican Republic, Egypt, Estonia, Finland, Greece, Iran, the Netherlands, Norway, Sweden and the Union of South Africa.

*I.C.I.C. Inquiries and Reports.* The work of the International Committee on Intellectual Cooperation entailed a vast amount of documentation, research, enquiry and publicity. These tasks were entrusted to the International Institute of Intellectual Cooperation. The Institute, however, was limited in its programme, as it was only an agency carrying out the orders of the I.C.I.C. and its different committees of experts. The Institute's valuable work, however, deserves further elaboration.

One of its most comprehensive and important studies was the enquiry undertaken in 1930 and published two years later under the title *School Textbook Revision and International Understanding*.<sup>1</sup> This report, which dealt with the work done by governments, and international, regional, and national associations, was based in part upon the results of a questionnaire answered by seventeen governments, twenty international bodies, four regional groups, and a large number of national associations. Further material for the enquiry was derived from detailed reports submitted by forty-four nations, describing their rules for the adoption of textbooks. These rules were of great value inasmuch as the revision of textbooks so often depends upon specific national educational regulations.

In 1933, another far-reaching investigation was undertaken by the Institute when, with the aid of the National Committees, it collected lists of history textbooks officially approved by national

1. See above.

Ministries of Education. In those countries where no official lists of approved texts existed, lists were compiled of the books in most common use. All these lists were to be kept up to date and used as the basis for a library of textbooks and as a guide for work in textbook revision. The Institute, however, did not develop such a library, although a similar plan was put into practice by the International Bureau of Education.

Current information on textbooks was also collected and published each month in the Institute's *Bulletin*. These articles constitute a continuous report on the official and unofficial work as well as both the successes and failures in this field.

*Selected Model Passages* 1932 was an important year in the movement for textbook reform: the Institute issued its report on *School Textbook Revision and International Understanding*, and the new Casares plan was adopted by the League. Henceforth a wealth of material was available for both governments and private groups; and a standard procedure for textbook revision lay at the disposal of all countries. The period of preparation had now come to a close, and the period of action had begun.

By 1933 the International Committee on Intellectual Cooperation decided that it could implement certain recommendations voiced in 1930 by the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League and it instructed the Institute of Intellectual Cooperation to organize a search for model passages parallel to its search for harmful statements. The publication of such model passages, it was hoped, would encourage the writing of better textbooks. To this end the Institute approached the National Committees with the suggestion that they pay particular attention to the examination of passages on controversial subjects. The National Committees were also requested to submit a general study on the textbooks in use in their respective countries. Though the work on this enquiry covered a considerable period of time, the results were meagre. By 1937 the Institute had received replies from only seven National Committees — those of Denmark, Finland, France, the Netherlands, Norway, Sweden, and the United States. Of these, only the Swedish and United States Committees added a general report on textbooks to their selected passages of objectively written history. The selected passages received were classified by topics and published in a special issue of the Institute's



*Bulletin*.<sup>1</sup> The topics included: the World War, the Post-War Period, International Relations, the U.S.S.R., Relations between the Scandinavian Countries, the American Revolution, and Immigration in the United States.

A similar effort was made later, in 1938. At that time the National Committees were asked to select passages in foreign textbooks in which they considered that their country had received objective treatment; but the pressure of world events pushed this second general inquiry aside. As a consequence, the initial inquiry remained as the sole international study of its kind; and as such, it stands as a landmark in the advance toward a more positive approach to textbook improvement.

*The I.C.I.C. and International Textbooks.* Many groups were enthusiastic about the writing of international history textbooks intended both as models for national writers of history and for use in schools. At the second session of the I.C.I.C., in 1923, the appointment of a Committee on the "International Textbook of History" was proposed; but the suggestion was rejected as premature. Though the I.C.I.C. never officially reconsidered the idea, educators and even historians (e.g., The International Committee of Historical Sciences) returned periodically to this basic proposal. The idea took various forms, involving successively an international textbook of history, an outline of universal history translated into every language, an international "teacher's book" on history, and a series of textbooks written in collaboration by writers from two or more countries. Most of these proposals, backed by much research, were well-received by both private and official groups, but the sponsors underestimated the difficulties inherent in such schemes, and plans for international textbooks never progressed beyond the initial stages.

*National Committees of Intellectual Cooperation.* By 1935 several of the National Committees of Intellectual Cooperation, working on the I.C.I.C. programme, were applying themselves seriously to the task of examining textbooks. The Italian Committee examined 25 Dutch, 80 French, and 14 Spanish school textbooks, and received observations from the Dutch and Polish Committees on the subject of Italian textbooks. The Polish Committee undertook a

1. "L'Enseignement de l'Histoire," *Coopération intellectuelle*, no. 84 (December, 1937).

thorough study of 12 French geography textbooks and 145 German school and library books. The French Committee examined a number of German textbooks, and also passed on to editors and publishers the findings of the Italian Committee concerning French textbooks. The Committees of the Baltic nations participated in a series of international conferences held between 1935 and 1938, at which textbook revision was considered. (See discussion under heading "Baltic States" in the following chapter.)

*Final Activities of the International Institute of Intellectual Cooperation.* Shortly before the International Institute of Intellectual Cooperation terminated its activities it produced a large volume entitled *L'Institut international de Coopération intellectuelle, 1925-1946*, which reviewed its achievements over the years. The section dealing with the revision of textbooks occupies over seventy pages, and includes a chronological summary, a critical study on the revision of history textbooks, an article on the improvement of geography books, and a bibliography of the Institute's publications concerning history teaching and textbook revision.



THE WORK OF OTHER INTERNATIONAL ORGANIZATIONS  
ON THE PROBLEM OF TEXTBOOKS

**A**MONG the early advocates of textbook revision and teaching aimed at international understanding were a number of non-governmental international bodies. These groups were, and are, extremely varied in their organization, aims and methods. They include trade unions, peace societies, churches, and groups of professional historians and educators. However, on the main point they were in accord—the need for better understanding between peoples.

For the most part, the activities of these private international organizations began in the 1920's, shortly after certain national organizations had begun to show interest in the problem. In many cases, in fact, it was the pressure of the national bodies which led directly to the participation of international groups in the textbook field.

Insofar as textbook revision was concerned, a large number of these organizations merely considered the problem periodically at their meetings. Often, after preparing a plan of action, they were obliged, for lack of funds, to rely on the International Committee on Intellectual Co-operation and the Institute of Intellectual Co-operation or to confine their activities to sending out questionnaires. Then, too, the objectives pursued were so similar and there was so much uncertainty regarding the precise functions of the various organizations that there was much confusion and duplication of effort. Nevertheless, certain organizations, by their investigations and recommendations, exercised a constructive influence and gave form to new and fruitful ideas.

*The Carnegie Endowment for International Peace.* In 1921 this organization opened an enquiry into the treatment of the causes and results of the first world war in the most recent textbooks of the ex-belligerent nations. The results of this investigation, which

was the first of its kind, appeared in two volumes (1923 and 1927).<sup>1</sup> Although the original scope of the investigation was to have been confined to the ex-belligerent nations, the final enquiry was, in fact, expanded to include certain "new" countries formed at the close of the war. Eventually the range of the investigation came to include twenty-two countries.

In each nation the books were selected by one investigator; but it is significant to note that the German books, chosen by a German, were surveyed by two French professors, which led to strong criticism in Germany. Moreover, a single chapter in the summary dealt with the school books of France and (French-speaking) Belgium, whereas a separate study was devoted to Belgian Flanders. Lastly, the collaborators were not all historians or educators; some were lawyers or politicians. Needless to say, the inquiry produced some sharp reactions. It did, however, serve as a pilot project in this field and it served the further useful purpose of arousing widespread interest in textbook revision.

*The International Moral Education Congress.* In 1922 this Congress contributed to the development of methods for judging textbooks when it considered the subject, "The International Spirit and the Teaching of History." The reports and debates led to the adoption of the "Geneva Resolution," which focussed attention on the appointment of a permanent international committee of experts under the aegis of the International Bureau of Moral Education at the Hague. This committee was formed with the following objectives: to work out a common (non-compulsory) plan for the work of historians; to judge historical works voluntarily submitted by their authors or publishers; to award or suggest prizes for the best works; and to facilitate the translation of such works into other languages and their distribution in the world. But despite the fact that the first tribunal of experts for the examination of textbooks was established, neither the Hague Bureau nor the committee could start to work because of lack of funds. At later Congresses the subject was re-examined; and among the many suggestions put forward was a set of criteria for the examination of school textbooks (presented at the Paris Congress in 1930). Two years later a special congress was held

1. Dotation Carnegie pour la Paix internationale, Direction des Relations et de l'Education, *Enquête sur les Livres scolaires d'après guerre* (1 Fd.; Paris: Centre européen de la Dotation Carnegie, 1923-1927), 2 vols.



which was devoted to the collaboration of historians and educators in reforming the teaching of history (see International Conference for the Teaching of History).

*The International Federation of Trade Unions*<sup>1</sup>. In 1922 this important organization, with affiliates in a large number of countries, held a special International Peace Congress at the Hague, where a strong resolution on education was passed. The resolution stated that the teaching in the public schools and the training of teachers should be inspired by the principle of peaceful settlement of international differences. By means of this resolution the organization furthermore went on record as favouring the control of school books and other teaching materials in order to eliminate everything which might tend to arouse or cultivate militarist nationalism.

*International Federation of Teachers' Associations*. In 1926 the French National Union of Teachers established the Federation in order to promote world peace and closer educational cooperation among teachers of all nations. Eventually the organization came to embrace national associations from twenty-four countries. From the beginning, textbook revision formed a basic part of the Federation's programme of promoting cooperation between teachers and schools for the maintenance of international peace. In 1932 a report summarizing the previous activities of the organization was issued by the Secretary, M. Lapierre. Most of these activities, it might be added, were closely related to the work of the International Institute of Intellectual Cooperation.

After 1935, the Federation's international congresses devoted more attention to the idea of publishing and translating children's books as a means of increasing international friendship, and less time to the revision of schoolbooks.

*The International Peace Bureau*. Initiated by the Universal Peace Congress of 1892, with a membership open to all peace societies, this organization was one of the first to consider the problem of international ill-will engendered through school textbooks. At its 1924 Congress, held at Berlin, a resolution was passed demanding a thorough revision of all school textbooks and of all children's

1. This organization was succeeded in 1945 by the World Federation of Trade Unions.

literature, as well as wider distribution of writings stressing internationalism. At its 1929 Congress, at Athens, the International Peace Bureau went a step farther, and advocated that school book revision for peace take place under the control of an international body such as the Committee on Intellectual Cooperation. During the following years the Bureau continued, through its publication *Mouvement Pacifiste*, to report on activities in the field of textbook revision.

*The International Federation of League of Nations Societies.* The Federation, organized in 1919, with member societies in thirty-eight countries, included in its programme the education of children and adults in the principles of the League. The methods employed for achieving this goal included the distribution of literature, the instruction of school teachers, and the revision of textbooks. The problem of school-book revision was raised at many of the Federation's meetings. In 1922 its project entitled "Propaganda through the Schools" resulted in a strong recommendation that the member national societies examine the history and civics textbooks of their respective countries with a view to procuring the elimination of material incompatible with ideals of world peace, and at the Federation's meeting in 1924 a resolution was adopted requesting the national societies to cooperate with other appropriate national societies and groups in the revision of school books.

*The International Federation of Secondary School Teachers*<sup>1</sup>. This group, established in 1912, had as its primary purpose the cultivation of friendship and international unity between its members, who were drawn from twenty national federations throughout Europe. In 1925 the organization submitted a questionnaire to national groups requesting information about their country's methods and aims in history teaching. At its eighth congress, held at Geneva in 1926, national reports stressed the need for inculcating international spirit and knowledge of other countries through the teaching of history and geography. Incidental references were made to textbook revision, and this problem was again raised in 1929 at the Federation's 11th Congress, held at the Hague.

1. Previously known as the International Federation of National Associations of Teachers in Public Secondary Schools.



*The International University Federation for the Principles of the League of Nations.* Established in 1924 with the aim of popularizing the League of Nations, this organization followed closely the programme of the International Institute of Intellectual Cooperation in the field of textbook revision. In 1930 the Federation formed a permanent committee to study propaganda in schools and to support the work of the I.I.I.C. In the following year, the permanent committee decided to organize an exchange of textbooks between member groups and to aid the I.I.I.C. in its textbook revision activities.

*The World Alliance for Promoting Friendship through the Churches* was also considering the textbook problem. At its world convention at Copenhagen in 1922, a committee was appointed to study the question and to propose appropriate action; the committee's findings were presented to another world conference held at Stockholm in 1925. At that time a committee under the chairmanship of Professor Nordenskjöld was set up, which reported to meetings held at Lausanne in 1926 and at Prague in 1928, and prepared two volumes on "Nationalism in History Textbooks"<sup>1</sup> for the International Congress of Historians at Oslo. These books, which were particularly important in that they attacked the national minorities problem in connection with textbooks, provoked so much controversy that the Prague Congress (1928) decided to confine their use to specialists only.

*The World Federation of Education Associations* was another of the international bodies involved in the textbook problem. At a meeting at San Francisco in 1923, a resolution was passed calling for the international exchange of textbooks. Following the 1923 conference, an American, Mr. Raphael Herman, offered \$25,000 for the best educational plan calculated to produce world accord. The plan finally accepted — that of Dr. David Starr Jordan, President Emeritus of Stanford University — called for the creation of a number of committees for the study of various problems, including a committee to examine history teaching and history textbooks. Under the chairmanship of Mrs. Laura Ullrich,

1. *World Alliance for Promoting International Friendship through the Churches, Universal Christian Conference of Life and Work, Report on Nationalism in History Textbooks* (Stockholm: The Alliance, 1923), 2 vols. & supplement.

the committee worked with the American Association of University Women in the national work of reviewing American textbooks.<sup>1</sup> As a result of the joint efforts of the A.A.U.W. and the World Federation of Education Associations, the committee made the following recommendations : (1) as teaching inevitably leaves an imprint on the minds of young people, history textbooks should be chosen with care; (2) in dealing with conflicts between nations, the facts should be presented without comment; (3) a conscious effort should be made to relieve national and racial animosities; (4) stress should be laid on those persons and events which have brought advancements to humanity; (5) while not overlooking the record of wars, history should be treated as moving in the direction of civil as opposed to military rule; and (6) the great figures who have strongly influenced world events should be highlighted for pupils. Finally, the committee called for the formation of an international advisory body of history scholars to whom controversial matters could be referred, and advocated the teaching of world history in schools.

*The Women's International League for Peace and Freedom.* As early as 1919, this body called upon each of its constituent national groups to do everything possible towards eliminating from school manuals all material tending to "prevent an understanding between the nations, to wound the national self-esteem of other nations, to arouse hatred and contempt of foreign peoples." The organization also urged the setting up of international committees for the examination of school books.

In the early 1930's the Toronto, Canada, branch of the Women's International League for Peace and Freedom sponsored a survey of Canadian history textbooks which was modelled on the above-mentioned study of the World Federation of Education Societies and the American Association of University Women. This Canadian survey was published in 1935.<sup>2</sup> The material in the survey was correlated and appraised by Dr. Sandiford who came to the

1. Laura F. Ullrich (chairman), "Report of the Committee on United States History Textbooks Used in the Schools of the United States," Proceedings of the Sixth National Convention and Forty-second General Meeting of the American Association of University Women, held in New Orleans, La., April 9-12, 1929 (Washington, D.C. : The Association, 1929).
2. Women's International League for Peace and Freedom, Toronto Branch, *Report on the Canadian School History Textbook Survey* (Toronto : Baptist Book Room, 1935).



following general conclusions: (1) the newest Canadian history textbooks were usually the best; (2) the least desirable books were those used in provinces with small populations and inadequate educational funds; (3) only five (of over thirty history textbooks examined) were appraised as "good without qualification," while the majority were found to be dull and uninteresting.

*The International Committee of Historical Sciences.* This group of historians was not formed until 1926, and so found itself swept into a movement which had been organized earlier by laymen. Naturally enough, the historians felt that their own field was being trespassed upon and that their rights as specialists were being disregarded. This feeling was reflected in a resolution the Committee passed in 1932: "While recognizing the importance of the National Committees of Intellectual Cooperation in the work of international rapprochement, the Committee is of the opinion that, in the field of history teaching, the National Committees of Historical Sciences are the most competent bodies for promoting this work."

The meetings of this organization were most instructive. The historians were by no means in agreement on all points, particularly on the practical measures to carry out the resolutions so often passed by other bodies but not implemented by them. As a consequence, the Committee's meetings — as for example, the Oslo Conference, in 1928 — provided a forum for the presentation of conflicting views on history teaching.

The International Committee of Historical Sciences did not however, rest content with mere discussions of history teaching. It took an active part in constructive work on the textbook question, and set up a Committee on the Teaching of History. In 1931 and 1933 this Committee instituted two enquiries into the teaching of history in elementary and secondary schools. In answer to the first enquiry, replies were received from thirty countries; and in reply to the second there were twenty-six answers. These were among the first enquiries to take account of different mental age and levels. A third and later enquiry, concerned with the teaching in the universities, was interrupted by the second world war.

In addition to the above-mentioned special enquiries, the International Committee of Historical Sciences at an early date requested its members to undertake wide-scale systematic studies of the teaching of history. The results were published regularly

in the Committee's *Bulletin* and included such comprehensive studies as Professor Altamira's "Critères pour l'Enseignement de l'Histoire"<sup>1</sup> (Criteria for History Teaching), as well as monographs on history teaching in particular countries, and comparative studies of the textbooks of several countries.

*International Conference for the Teaching of History.* This Conference, which was proposed in 1930 at the Fifth International Congress of Moral Education, was initiated by the International Bureau of Education in the following year. The International Committee of Historical Sciences (see above) concurred in supporting the idea of the conference. The first conference was held at the Hague in 1932, and this was followed, in 1934, by a second conference at Basle.

The organization undertook to publish a quarterly bulletin in three languages. The first two issues contained a study by Professor Piaget entitled "Child Psychology and History Teaching," and a few general articles by historians and educators. Unfortunately the publication had to be abandoned after the second issue for lack of funds.

*The International Bureau of Education.* The organizations so far mentioned are wholly unofficial; the International Bureau of Education is partially intergovernmental in character, as both governments and private organizations are eligible for membership. Founded in 1925, with headquarters at Geneva, the International Bureau functions as a clearing house for educational information. Before the second world war as many as forty-two governments sent representatives to its meetings. From the beginning, one of its chief aims was the teaching of "peace through the school." This motto was adopted in 1927 as the title of the organization's Congress at Prague, which was attended by groups of educators, representatives of associations from twenty countries, and delegates from several Ministries of Education. At this meeting, the first coherent draft of an international history book for teachers and textbook authors was put forward in summary form.

With regard to textbooks and other educational problems, the I.B.E. was inclined, at the beginning, to play the part of a

1. Raphael Altamira y Crevea, "Critères pour l'Enseignement de l'Histoire," *Bulletin* of the International Committee of Historical Sciences (Paris: Presses Universitaires, June 1930), 667-688.



coordinating centre. It seemed in some ways to be duplicating the work of the International Committee on Intellectual Cooperation's specialized sub-committees; but after 1929 work along these lines was divided between the two international bodies. The I.C.I.C. worked through national committees of cooperation and adopted a procedure of a "diplomatic" character, whereas the I.B.E. worked more directly with professional groups and Ministries of Education — especially on matters of educational enquiries. The I.B.E. also developed an International School Textbooks Library, which served as a valuable research centre for the improvement of textbooks.

In 1938 the International Bureau of Education convened a conference on the preparation, use and choice of school textbooks, and published a book with the same title, containing reports from forty-four Ministries of Education. This valuable document supplemented the enquiries made by the International Institute of Intellectual Cooperation in 1930. In February, 1947, the Bureau made an arrangement with Unesco whereby the two organizations would closely coordinate their activities.



## INTERNATIONAL ACTIVITY ON A REGIONAL BASIS

NATIONS which are neighbours either geographically or culturally are the first to suffer from a narrowly "nationalistic" type of teaching which revives past struggles and encourages misunderstanding. It is therefore not surprising that countries of the same region or continent have been particularly aware of the need for harmonizing their textbooks. Efforts in this domain — whether undertaken by private organizations or by governments — form an instructive chapter in the history of textbook improvement.

## EFFORTS OF PRIVATE ORGANIZATIONS

*Scandinavia.* Outstanding work in the field of textbook improvement and revision has been carried on by the Norden Association in Denmark, Finland, Sweden and Iceland. In 1919, Professor Christian L. Lange, a prominent Norwegian historian, drew the attention of the Norwegian Norden group to a Swedish textbook which contained tendentious accounts of Norwegian-Swedish relations during the years 1814 and 1905. The attention of the corresponding Swedish body was called to these passages and a committee of Norwegian historians was chosen to examine the treatment given by their country's history books to the relations between the Scandinavian countries. The committee's findings were then communicated to Norwegian textbook publishers and to the Danish and Swedish Norden Associations.

Upon the recommendation of the Norwegian Norden Society, the Swedish Society carried out a similar survey, resulting in 1922 in a report to authors and publishers of Swedish textbooks. A similar enquiry was started in Denmark in 1920, followed by a proposal, in 1921, that each country submit its textbooks, prior to publication, to the other countries for examination and criticism. The suggestion, however, failed to achieve acceptance.

Later, at a conference at Helsingfors in 1928, the necessity of a more widespread knowledge of the historical development of the Scandinavian countries was stressed, and it was suggested that the Norden Societies should take the initiative in the matter. The proposal received support from a Scandinavian conference of history teachers in 1931, and at a Norden Conference held in Stockholm the following year a resolution was passed suggesting that textbooks in history should give a full and informative description of neighbouring countries. To achieve this aim a special committee was set up consisting of one member of each of the national Norden Societies. In 1933 the committee met for the first time and established a programme for the analysis of history textbooks, and a group of experts was established in each of the five Scandinavian countries. Between 1933 and 1936 the experts accomplished the impressive task of examining one hundred and twenty-six books — comprising practically all the books used in teaching history in the Scandinavian countries. Reports on this work were widely circulated and had great influence. The final report of the activities of all the groups of experts contained examples of critical studies on several controversial questions — for example, the Viking conquests, Swedish-Danish relations up to 1814, and the relations between Norway and Sweden after 1814. The summary of all this work appeared in book form.<sup>1</sup> Another volume, resulting from a second campaign, appeared in 1940.<sup>2</sup>

Although the highly successful work of the Norden Association dealt only with history textbooks, the accomplishments of the organization provide the most outstanding example so far of regional collaboration on textbook revision.

*Baltic States.* Between 1935 and 1938 the Baltic National Committees of Intellectual Cooperation<sup>3</sup> held four separate conferences; the first of these was attended by representatives of the National Committees of Estonia, Latvia, Lithuania, and Finland. At this first conference it was suggested that the National Committee

1. Norden, *Nordens Läroböcker i Historia*, Historiska Publikationer no. 1 (Helsingfors: Norden, 1937). Scandinavian History Textbooks.
2. Norden, *Omstridte Sprqsmaal i Nordens Historie*, Historiska Publikationer no. 2 (Koenhavn: Norden, 1940). Disputed Questions in the History of the Scandinavian Countries.
3. These were non-governmental national groups recognized by the League of Nations and working in close cooperation with the League's International Committee on intellectual Cooperation.



of each country appoint a special group to select from its own national textbooks the best passages concerning other Baltic countries. These model passages were to be translated into one of the world languages and submitted to other similar national groups for their opinion.

At the second conference, held in 1936, representatives of the Swedish National Committee of Intellectual Cooperation joined the representatives of the four other Baltic Committees. At this meeting, as at the two succeeding conferences, the question of reciprocal revision was carefully considered.

Meanwhile, the programme of revision set forth at the first conference continued to yield positive results. Unfortunately, the deteriorating international situation immediately preceding the second world war brought these hopeful beginnings to a close.

*Canada and the United States of America.* (See discussion on activities of the Canada-United States Committee on Education, Chapter V, Recent Efforts to Improve Textbooks and Teaching Materials.)

*France and Germany.* As the result of German initiative, a meeting of German and French historians was held in Paris in November, 1935, with the aim of correcting the history books of both countries in the light of scientific research. The Germans were represented by Arnold Reimann, President of the Historische Gesellschaft zu Berlin and of the Verband deutscher Geschichtslehrer, and by Paul Herre, formerly professor in the University of Leipzig and later Director of the Reichsarchiv. The French were represented by seven eminent historians and educators: Gustave Morizet, President of the Association des Professeurs d'Histoire et de Géographie, Jules Isaac, Inspector General of Public Instruction, Paul Mantoux, Professor at the Conservatoire des Arts et Métiers and at the Institut universitaire des Hautes Etudes internationales (Geneva), Georges Pagès, Professor in the University of Paris, Pierre Renouvin, Professor in the University of Paris, Professor Weill-Raynal, and Georges Lapierre, secretary of the Syndicat national des Instituteurs and of the Fédération internationale des Associations d'Instituteurs.

Both the German and the French groups put forth advance studies upon which the discussions were to be based. The Germans



presented a recently published German work.<sup>1</sup> On the French side, five reports, specially prepared by members of the French group, were issued.

Thirty-nine resolutions (with reservations made by both sides) were agreed upon concerning controversial questions in the historical relations between France and Germany. The points of agreement contained in these resolutions are of considerable interest, as can be seen from the following examples :

#### RESOLUTION V

The Committee is in agreement in stating that Alsace, a land of German speech and culture in the Middle Ages and at the time of the Reformation, preserved its peculiarities of speech and, in great measure, of culture as well after 1648; but that as result of the Revolution of 1789 it was fully absorbed in the national body politic of France (la Révolution de 1789 l'a fait entrer complètement dans la Communauté nationale française; dass aber die Revolution von 1789 es vollkommen in die nationale französische Lebensgemeinschaft hat eintreten lassen).

They are in agreement in recognizing that it would be important to modify treatment of the question of Alsace-Lorraine in the textbooks.

It would be indispensable that :

1. German historical teaching should explain to pupils the French point of view as well as the German; it should cease to describe Alsace-Lorraine as "purely German territory" ("rein deutsches Gebiet"); it should mention the protest of the deputies of Alsace-Lorraine in 1871, which was confirmed by the continuing agitation of protest (le long mouvement protestataire; die lange Protestbewegung).<sup>2</sup>

2. The French textbooks, on their side, should indicate the reasons why in 1871 Germans regarded the annexation of Alsace-Lorraine as a legitimate proceeding, except for French-speaking Lorraine, which was annexed, on their own admission, for strategic reasons.

1. Robert Hain, *Deutschland im Lichte französischer Geschichtsbücher für den Schulunterricht* (Berlin : Weidmann, 1935).

2. Not abandoned until 1887.

## RESOLUTION XX

The Committee is in agreement in stating that :

1. The documents do not warrant the view that a deliberate desire for war can be attributed to any government or people in 1914.

2. Bellicose currents of opinion existed in the several States.

In books used for teaching it would be wise to be content with noting that mistrust had reached a very high point, that in leading circles the idea of an inevitable war was widespread, that each (side) was attributing plans of aggression to the other, that each accepted the risk of war.

## RESERVATIONS

1. The French members make a point of recalling also, relying on German and Austrian documents, that in Germany and Austria-Hungary it was believed that time was working against the Central Powers, that consequently, the chances of success were greater in 1914 than they would be in the following years.

They think also that bellicose sentiments were stronger in Germany than in France and that the elections of 1914 showed the pacific intentions of the French people, as wars, moreover, recognized by the German ambassador.

2. The German delegation is of the opinion that the active policy of Poincaré and Izvolsky created a situation in Europe which contained in itself a danger of war and naturally precipitated apprehensive considerations and utterances on the part of Germany; in addition, from the winter of 1913-14, Russia had decided to fulfill her historic mission in the Near East, even at the risk of unleashing a European war.

3. The Committee desires that the writers of textbooks should treat this question with all necessary restraint, without stirring up passions through polemical formulas, and that they should avoid hurling serious accusations against governments and peoples.<sup>1</sup>

1. "War Guilt" in France and Germany, Resolutions adopted by a committee of French and German historians for the improvement of textbooks in both countries, *American Historical Review*, vol. 43, no. 2 (January 1938), 321-341.



In the final resolutions both groups agreed to publish the resolutions adopted (including the reservations) as soon as possible, so that they could be brought to the attention of authors and publishers of textbooks as well as of all teachers. It was planned that publication would take place in both countries in June 1936, but because of the international tension resulting from the German re-occupation of the Rhineland in March 1936, the German group requested that publication be postponed until a more propitious time. It was at length agreed that the document would appear in print in May 1937. On the date fixed the French published the report. It later appeared in many French journals including *l'Ecole libératrice*, a special bulletin issued by the Société des Professeurs d'Histoire, *Revue de l'Enseignement public*, *Affaires étrangères*, *Paix par le droit*, *Revue d'Histoire de la Guerre mondiale*, and the Institute of Intellectual Cooperation's monthly bulletin.

In Germany the report was supposed to appear in *Vergangenheit und Gegenwart* and in the *Reichszeitung deutscher Erzieher*, the organ of the Deutscher Erzieherbund; but when the time arrived neither periodical published it. Instead, it received only limited circulation through the Berlin regional bulletin of the *National-Sozialistische Erziehung*. Later, the same journal denied that the German members at the Paris meeting had authority to make a binding agreement. The project, it added, had not achieved definite results, but might serve as a basis for new discussions. This was interpreted in France as an official German disavowal of the results of the Paris meeting — a conclusion which was borne out by a letter to the French Commission from Dr. Reimann, the leading German representative, in October 1937, advising them that he was no longer qualified to negotiate in the name of the German professors of history.

Despite the discouraging manner in which these efforts ended, the report of the Conference of French and German Historians (1935) remains highly significant. It contains a large amount of carefully evaluated factual material suitable for practical use by historians, textbook writers, and teachers. It is also an excellent example of an effective approach for dealing with controversial historical issues. Too often, in the past, it has been insisted that the possibility of complete over-all accord must precede any efforts at limited understanding: the results of the Paris meeting illustrate the fallacy of such a point of view. Through their efforts at co-operation and understanding the French and German experts

showed conclusively that it was possible to enlarge the areas of mutual agreement even though complete accord was not reached, and by carefully defining the remaining areas of disagreement they laid a concrete basis for later deliberations.

Responsibility for the unfortunate outcome of these efforts must be placed directly on the National Socialist government of Germany. Needless to add, the action of that government did not lessen the validity of the resolutions passed in Paris nor did it discredit the methods employed at the meeting.

#### OFFICIAL AND UNOFFICIAL PAN-AMERICAN ACTIVITIES<sup>1</sup>

The textbook revision movement in Latin America started at a comparatively early date. In 1921 delegates to the Second Spanish American History and Geography Congress, at Seville, recommended to their respective governments that "the history of Spain and that of the conquest, colonization and emancipation of the American continent" be treated "without losing sight of . . . . impartial information and honest criticism". In 1924 the Pan-American Scientific Congress at Lima indicated its interest in the improvement of textbooks. Similar interest was expressed by other bodies such as the Congresses of History of 1929 and 1930, the American University Congress of 1931, and the National History Congresses of 1928 and 1931. In 1929, leaders in Uruguay saw the possibility of initiating official regional action for the improvement of textbooks, with the result that in 1933 an official agreement between Brazil and Argentina was signed providing for the periodic revision of their history and geography school books. The agreement provided for the adherence of additional States, and both Mexico and Uruguay soon became signatories. This document, is described in full in chapter IX, and was the first international accord to deal with the problem of textbook improvement.

These and other efforts culminated in the Convention on the Teaching of History adopted by the Seventh International Conference of American States at Montevideo in 1933. This Convention bound the signatory powers to revise textbooks in their respective countries in order to eliminate any statements which might

1. Regional inter-governmental agreements are discussed in Chapter IX, A Study of Bilateral and Multilateral Textbook Accords.



encourage prejudice against any American Republic, and in order to guarantee accuracy. By July 1, 1947, eight countries had ratified the Convention.\*

The 1933 Convention on the Teaching of History was further elaborated by the Inter-American Conference for the Maintenance of Peace, held at Buenos Aires in 1936. The nations adopted special textbook revision resolutions providing for the elimination of passages exciting hatred toward any people, and guaranteeing the inclusion of the efforts of all American nations towards continental independence. The resolutions further called for the inclusion in geography books of a broad range of subjects relating to each of the American Republics. The resolutions urged the American Republics to ratify the Declaration on the Teaching of History prepared by the Institute of Intellectual Co-operation, thereby joining the efforts of the Americas with those of the League of Nations. On the final day of the Conference, December 23, 1936, a multilateral convention was signed which provided that the signatory powers would teach the principles of pacific settlement of international disputes in their respective schools.\* By July 1, 1947, this convention had been ratified by 13 States.

In November 1941, on the eve of the entry of many of the countries of North and South America into the second world war, the Second American Conference of National Committees on Intellectual Co-operation met at Havana. The conference, which was unofficial in character, urged all American nations which had not done so to accept the Convention on the Teaching of History (Montevideo, 1933). It declared that the teaching of the history of America should be free from suggestions of strident nationalism and intolerance. It also recognized that more attention should be given to the social history of America, in order to avoid the emphasis which the teaching of political history puts upon disagreeable incidents which disturb the relations between peoples. In addition, the conference expressed interest in the development of science, art, music, literature, films and radio as factors in promoting international understanding.

These expressions of opinion were supported by the United States Committee on Intellectual Co-operation, which as a private organization was able to advocate activities beyond the scope of

\*. For further information see Chapter IX, A Study of Bilateral and Multilateral Textbook Accords.

the U.S. Government's powers. The United States, unwillingness to sign the conventions of 1933 or 1936 was not based on any objection to the aims of these agreements. That Government expressed full sympathy with the purposes of the conventions; but because nearly all educational matters in the United States are left to the individual States, was unwilling to enter into any engagement which it might be unable to execute.

In 1943 the First Conference of Ministers and Directors of Education of the American Republics met in Panama. One of the conference's recommendations was that the governments of those American Republics which had not yet done so should provide for a compulsory course dealing with the history of America from its origins to the beginnings of the present century. The course was to include information on the sociological, geographical, and economic characteristics of the Continent.

#### OFFICIAL REGIONAL CO-OPERATION IN THE BALKANS

A long history of political and military conflicts made regional action in the Balkans difficult, but in 1930 a conference was held at Athens at which the Balkan nations agreed that "effective correctives must be applied to teaching in general and to the teaching of history in the Balkan countries in particular." The conference requested the governments represented "to underline the points of contact, the relation between the social and economic institutions, and the intellectual or artistic creations ... of the Balkan countries, by eliminating from history textbooks those chapters that arouse hatred and which recall wars".

At the Second Balkan Conference, held at Istanbul in 1931, additional resolutions affecting educational problems were passed, including one requiring members of the teaching profession to notify their respective Ministries of Education of any textbook passages directed against neighbouring countries. At the same meeting, the exchange of translations of selected passages dealing with Balkan history or literature was recommended.

The Third Balkan Conference, held the following year at Bucharest, went so far as to suggest the creation of a permanent historical research institute at Istanbul. The Fourth, and last, Conference urged the creation of Chairs of Balkan Civilization in the principal universities.



Unfortunately, these plans were never put into effect, but the research and the recommendations yielded results in other ways. For example, in 1931 the Roumanian Ministry of Education banned a geography textbook because parts of it might have appeared offensive or humiliating to neighbouring peoples; at the same time, the Ministry warned textbook authors against a negative approach which might encourage disdain and hatred of other peoples.

## CHAPTER FIVE

### RECENT DEVELOPMENTS IN TEXTBOOK IMPROVEMENT

IN May 1948 the Director-General of Unesco requested Member States to supply the Secretariat with information on current developments in the field of textbook improvement; information secured from this enquiry has been used in this chapter. Further information has been obtained from publications and other sources. Considerable material is available on textbook revision carried out under the direction of occupying authorities as an aftermath of the second world war. The material on activities in the United States of America is also relatively complete because the American Council on Education at the request of the United States National Commission for Unesco has published a summary and evaluation of work on textbook improvement in that country. There are, no doubt, activities under way in various parts of the world which are not reported in this section because the facts were not available. It will be appreciated if information about such activities is reported to the Unesco Secretariat for clearing-house use.

#### GERMANY

Since the end of the second world war extensive textbook revision has been carried out in Germany under the direction of the occupying authorities, often working in co-operation with competent German scholars. Books used in the past have been examined to determine whether or not they contained material supporting Nazism, militarism, or excessive nationalism; according to the findings, the textbooks have then been either forbidden or approved for use. Where approved for use, such approval has often been contingent upon modifications in the texts. In many cases, new textbooks have been produced to give more emphasis to democracy, international understanding and peace. For example, the Military



Government's instructions on Education and Religious Affairs for the American Zone stated that :

*Attention of authors and publishers will be called to the purposes of the military occupation of Germany outlined in the Potsdam Agreement, particularly to the eventual reconstruction of German political life on a democratic basis and for eventual peaceful co-operation in international life by Germany, and they will be advised that it is not enough to eradicate from school texts Nazism or Prussianism, but that German authors of events of definitely democratic trend should be included: the liberals of 1848, who fought for a constitutional government; the liberal opposition in the days of Bismarck; the idealistic proposals of Kant and Herder for permanent peace; the moral courage of the Gottingen Seven; Mömmsen's attack on Treitschke's anti-Semitism; the broad liberalism of the Weimar Constitution; and Stresemann's work for international understanding.*

Textbook revision and the production of new textbooks in Germany has been carried out in all four zones of occupation. Policies and practices have varied somewhat, and there has been variation in the speed of textbook production, depending upon such factors as the availability of authors, the supply of paper, and the degree of responsibility given to the Germans themselves to produce new textbooks. As was to be expected, slowest progress has been made, generally speaking, in the production of history, geography, and civics textbooks.

The general conclusion seems to be that, despite certain inadequacies, the new textbooks produced in Germany since the war are great improvement on those formerly in use.

*World Federation of Trade Unions Report.* A similar conclusion was reached after the examination of 156 textbooks in use in post-war Germany<sup>1</sup> by the World Federation of Trade Unions' International Preparatory Commission on Teaching.

The books examined by the Commission included: U.S. Zone, 11 (no histories or geographies); British Zone, 48 (one history and

1. International Preparatory Commission on Teaching (World Federation of Trade Unions), Conference of Budapest 21-24 August 1948, *Rapport de la Commission internationale d'Etude des Manuels scolaires, Première Etude sur la Revision des Manuels scolaires allemands* (Boulogne, France : The Commission).

one geography); French Zone, 42 (one history and two geographies); Soviet Zone, 55 (13 histories and no geographies). Although both primary and secondary school textbooks were examined, the large majority were for the secondary level. Critical comments were made about some of the books, but the evaluation was generally favourable. One conclusion was that books in use before 1933 and since reprinted were generally unsatisfactory. Another was that not enough attention was given in the new textbooks to the development of a critical faculty on the part of the student. The results of the Commission's study were sent to publishers, occupation authorities, scholars, and authors. The Commission's final recommendation was that work in textbook revision should be extended to all countries.

*Meeting of Historians at Speyer, 1948 and 1949.* On the initiative of the Military Government of the French Zone of Germany, a meeting of German, French, Austrian, Swiss, and Belgian historians was held at Speyer, between August 17 and 24, 1948. The purpose of the meeting was to examine the manner in which certain great historical issues were treated in French and German history books, including both works of erudition and school textbooks, in order to discover causes of disagreements and the means of reconciling different points of view. Special attention was devoted to the revision and writing of history textbooks.

The Speyer meeting was the first time since the end of the second world war that German historians had met historians from other countries in conference. Excellent goodwill was evident on the part of the participants. Some of the questions discussed were: nationality and nationalism in various historical periods, the Holy Roman Empire, the treaties of Westphalia, Bismarck. In the course of the discussions French and German textbooks were examined and their differences in point of view considered.

Three resolutions were presented to the 1948 Speyer Conference :

1. *that an independent international commission be established to examine all manuscripts of German history textbooks and to issue a critical report;*

2. *that an inter-zonal commission be created to bring about greater co-ordination in the teaching of history and the selection of textbooks; and*

3. *that the teaching of history for ten to fourteen year old children in all German schools be based upon the study of great*



*historical personalities, recognized as models by all modern nations.*

The first resolution was adopted unanimously. The second was supported unanimously by the German historians present, but others felt that it was a purely German problem and did not enter into the discussion of it. The third proposal produced a lively discussion. Some of the Swiss and Belgian historians feared a revival of Treitschke's concept of "the men who make history", and hence a revival of the "Führerprinzip" of the Nazis. The supporters of the resolution defended themselves forcefully, but because of the strong opposition to the resolution it was not voted upon. Before adjourning, the participants decided that a meeting of similar groups of historians should be held annually and fixed March, 1949, as the date for the next meeting, also to be held at Speyer.

After the success of the first meeting the Military Government in the French Zone gave the participants full initiative in organizing the second Speyer meeting. This meeting, like the first, was to be a meeting of historians participating as individuals and not as delegates of nations or organizations. The aims of the 1949 meeting were: (1) to clarify the most urgent problems connected with history textbooks; (2) to discuss fundamental historical concepts; (3) to exchange reports on current work and new bibliographical material in various countries; and (4) to facilitate personal contacts or assistance in handling practical problems.

At the time of this writing (June 1949), the second Speyer Conference has just been held and a report of its activities and conclusions is not yet available. However, it is evident that meetings of historians from neighbouring countries such as the Speyer meetings have great potentialities for improving textbooks as aids to international understanding. Work of this kind should be encouraged and supported in every way possible. What has been done already demonstrates that the efforts for textbook improvement carried on before the second world war were not in vain and that the work will continue, with, it is to be hoped, even greater future success.

#### ITALY

Following the overthrow of Fascism in the second world war, Italy had the problem of removing Fascist influences from her textbooks. Existing elementary school textbooks were used

temporarily, with modifications where needed. Where Fascist conceptions were found in arithmetic, grammar, reading, geography, history, science and other textbooks, they were removed and new material was added.

A Commission established by the Military Government examined all secondary school textbooks used under Mussolini. These were divided into three categories: (1) books that could be used without change; (2) books that could be used if modified; and (3) books that could not be used at all. With the undesirable books eliminated, the Italian Government has given authors and publishers freedom to prepare and publish new textbooks. Textbooks are generally selected by committees of teachers. The Ministry of Education has, however, the authority to request changes if major errors are found.

## JAPAN

When the Japanese capitulated at the end of the second world war, education was practically at a standstill. Millions of students were idle, school buildings had been destroyed and only 20 per cent of the necessary textbooks were available. Japanese educational authorities marked for elimination all the passages that were considered militaristic or ultra-nationalistic, and teachers were instructed that they could continue to use existing textbooks, "but that militaristic or ultra-nationalistic passages must be struck out or handled with extreme care".<sup>1</sup>

The basic educational directive issued on October 22, 1945 to the Imperial Japanese Government by the Supreme Commander for the Allied Powers stated in reference to textbooks and teaching materials that :

1. *Existing curricula, textbooks, teaching manuals, and instructional materials, the use of which is temporarily permitted on an emergency basis, will be examined as rapidly as possible and those portions designed to promote a militaristic or ultra-nationalistic ideology will be eliminated.*

2. *New curricula, textbooks, teaching manuals, and instruc-*

1. General Headquarters, Supreme Commander for the Allied Powers, Civil Information and Education Section, Education Division, *Education in Japan* (Tokyo : General Headquarters, 15 February 1946), p. 71.



*tional materials designed to produce an educated, peaceful, and responsible citizen will be prepared and will be substituted for existing materials as rapidly as possible.*<sup>1</sup>

On December 15 the Japanese Government was directed to delete all Shinto doctrine from textbooks. Then it was decided after a careful examination of textbooks used in courses in morals, Japanese history, and geography "that militaristic and ultra-nationalistic ideology was so inextricably interwoven with acceptable material that its deletion was not practical".<sup>2</sup> All such books were to be collected for pulping, and the courses for which they were intended were suspended until plans for substitute programmes could be prepared and approved and new textbooks prepared and published. All textbooks are submitted to the occupying authorities for approval before they are printed.

The first new textbooks produced in Japan were of a "stop-gap" variety. They avoided all references "to greater Asia, Japanese racial superiority, glorification of war, the virtue of dying for the emperor, Shinto, and religious discrimination".<sup>3</sup> Now selected Japanese scholars are preparing new textbooks which introduce democratic conceptions. The rapidity with which new textbooks have been produced is shown by the fact that almost 140,000,000 were published between March 1, 1948 and January 15, 1948.<sup>4</sup>

#### NETHERLANDS ABROAD ASSOCIATION

Many organizations that existed before the second world war have continued their activities for textbook improvement. One of these is the Netherlands Abroad Association which exists to supply information about the Netherlands and its overseas possessions. As a private national organization, it has a two-fold programme. First, it examines foreign textbooks dealing with the Netherlands and calls any errors discovered to the attention of the authors. Secondly, it disseminates abroad historical and geographical

1. General Headquarters, Supreme Commander for the Allied Powers, Civil Information and Education Section, Education Division, *Education in the New Japan* (Tokyo : General Headquarters, May 1948), Vol. II, p. 27.
2. *Education in Japan*, p. 71.
3. U.S. Library of Congress, Reference Department, European Affairs Division, *Textbooks, Their Examination and Improvement* (Washington D.C.: The Library, 1948), p. 92.
4. *Education in the New Japan*, Vol. II, p. 404.

information about The Netherlands; in this connexion, its educational guidance service has recently published a pamphlet entitled, *The Netherlands, The Low Country by the Sea*, by B.G. L.M. Tosseram, for use by geography teachers in other countries.<sup>1</sup> It is also a useful source of information for authors of textbooks.

## NORWAY

In Norway there is a strong interest in textbook improvement. A pamphlet which summarizes the geography and history of Norway has been published for use by textbook authors in other countries. An examination by Norwegian teachers of textbooks used in other countries before the second world war established the fact that the treatment of Norway was limited and in part inaccurate. Consequently, a committee was set up by the Norwegian Government to prepare a pamphlet for use by textbook authors in other countries. The war interrupted the committee's work, so in 1947 the Norwegian Ministries of Foreign Affairs and of Education set up a new committee of leading scholars and educators "with the object of collecting suitable material to be placed at the disposal of the compilers of school textbooks dealing with Norway's life and institutions, its industrial resources, its historical developments and the character of its people".<sup>2</sup> The pamphlet produced by this committee appeared in English under the title *Norway*, and consisted of a geographical survey and an outline of Norwegian history.

## THE NORDEN ASSOCIATION

The excellent work of the Norden Association on the improvement of history textbooks has been continued since the second world war. In 1945 a short summary of Scandinavian activities in the analysis and revision of history textbooks was published by Wilhelm Carlgren.<sup>3</sup> The following year, at a Conference of British and Norwegian Teachers held at Hundorp, Norway, a

1. B.G.L.M. Tosseram, *The Netherlands, The Low Country by the Sea* (Amsterdam : Nederland in den Vreemde, 1947).
2. *Norway*, Royal Ministries of Foreign Affairs and of Education, Norway (Oslo: The Ministries, 1947).
3. Wilhelm Carlgren, *Nordens Historia i Nordiska Skolor*, Norden serie no. 14 (Stockholm : Norden, 1945).



lecture was delivered by Haakon Vigander entitled, "The Teaching of History and International Understanding". This lecture, which contained a brief summary of the work of the Norden Societies, was published in 1948.<sup>1</sup> Since that time the Norden Societies have expanded their textbook programme to include the examination of geography as well as of history textbooks. As a first step, committees have already been selected to initiate work in this new direction.

## THE UNITED STATES OF AMERICA

In the United States the interest in the problem of textbook improvement was illustrated by the fact that textbook studies were continued even after the country's entrance into the second world war. As a result of this continued interest, reports on several important investigations have appeared since the war. Some of these studies were conducted by individuals, others by national organizations. Limitations of space unfortunately make it necessary to confine attention largely to the latter.<sup>2</sup>

Among the groups in the United States that have sponsored or financed recent studies of textbooks and teaching materials are the American Council on Education, the Institute of Pacific Relations, the National Conference of Christians and Jews, the Office of the Co-ordinator of Inter-American Affairs of the U.S. Government, and the Library of Congress. Of all these, the American Council on Education, under the presidency of Dr. George F. Zook, has been the most active.

In 1942 the American Council on Education proposed a project for the study of the treatment of Latin America in textbooks and teaching materials. This project was supported financially by the Office of the Co-ordinator of Inter-American Affairs of the United States Government. A Committee to conduct the study was

1. Hundorp Conference Organizing Committee (compilation), *A Record of the Hundorp Conference for British and Norwegian Teachers* (Oslo : Gyldendal Norsk Forlag, 1948).
2. For summaries of both individual and organizational studies see I. James Quillen, *Textbook Improvement and International Understanding* (Washington, D.C.: American Council on Education, 1948), and the annotated bibliography in the report of the U.S. Library of Congress, *Textbooks : Their Examination and Improvement* (Washington, D.C. : The Library, 1948). Individual studies are also listed in the bibliography of this handbook.

appointed in January 1943, and the report was published in 1944.<sup>1</sup> It was the most ambitious and complete textbook analysis project so far undertaken in the United States. It involved an investigation of the treatment accorded to Latin America in about 800 U.S. textbooks — covering a wide range of subjects and on all educational levels. In addition 75 educational films, an exhaustive list of biographies, book illustrations, picture slides, songs, and other teaching materials were examined. As a goal, the study sought to examine the teaching materials used by 85 per cent of the pupils studying the subjects selected. The report reveals that there was more good material on Latin America available than ever before, and that no conscious spirit of antagonism was shown. However, materials were found to be quantitatively inadequate, particularly at the secondary school level. Too often, conflicts and differences were emphasized at the expense of co-operation and similarities. Moreover, a tendency existed to judge Latin America by Anglo-American standards.

A second study was prepared under the joint direction of the American Council on Education and the Institute of Pacific Relations. This project involved the examination and evaluation of material on the Far East appearing in 180 widely used United States elementary and secondary school textbooks.<sup>2</sup> The final report, published in 1946, consisted of four separate sections, each compiled by a different expert. In each case, an attempt was made to answer two basic questions: (1) How good or bad is the material? (2) What recommendations can be made for improving the treatment of Asia in textbooks? Results of this study indicated that the quality and amount of information on the Far East in United States textbooks had increased. The investigators concluded, however, that there was still too little material on the subject, and that the matter presented in textbooks was too often based on historical episodes rather than upon long-range historical trends. It was also found that economic matters tended to be ignored, while maps and pictorial aids were often inadequate and out of date.

1. American Council on Education, Committee on the Study of Teaching Materials in Inter-American Subjects, *Latin America in School and College Teaching Materials* (Washington, D.C. : The Council, 1944).
2. American Council on Education, Committee on Asiatic Studies and the American Council, Institute of Pacific Relations, *Treatment of Asia in American Textbooks* (New York : American Council, Institute of Pacific Relations, 1946).



A third extensive survey, the results of which have just been published, was undertaken by the American Council on Education with funds granted by the National Conference of Christians and Jews. This study involved the analysis of 267 elementary and secondary school textbooks in the social studies, biology, and literature, as well as a number of introductory college texts, and children's books. The aim was to discover how national textbooks dealt with cultural groups and intergroup relations in the United States.<sup>1</sup> The following are examples of the conclusions reached: (1) while intentional bias is usually absent, errors of omission are sometimes serious; (2) sociological information about minority groups is often neglected; (3) there is over-emphasis on conformity to set social standards and insufficient attention to the constructive aspects of cultural diversity; and (4) minority groups are generally inadequately treated. As a result of these findings, it was recommended that both programmes of study and teaching materials be revised to include a fuller and more balanced treatment of intergroup relations. The report contains constructive suggestions as to how this improvement of teaching materials can be effected.

Still another textbook study — as yet unpublished<sup>2</sup> — was conducted under the auspices of the American Council on Education and deals with the treatment of the Soviet Union in United States school textbooks. The material selected for examination comprised 117 widely used social science textbooks. Two basic criteria were applied: (1) the amount of information contained on the Soviet Union; (2) the accuracy and adequacy of this information. In general, it was found that insufficient space was devoted to the Soviet Union; and the topics dealing with that country were not so evenly balanced as they might have been. There were sometimes factual inaccuracies, while stereotyped concepts were much too frequent.

In 1947, the American Council on Education, at the request of the United States National Commission for Unesco, commissioned its Committee on International Education and Cultural Relations to prepare an over-all study of the work done in the United States in the field of textbook revision. The resulting report was written

1. American Council on Education, Committee on the Study of Teaching Materials in Intergroup Relations, *Intergroup Relations in Teaching Materials* (Washington, D.C. : The Council, 1949).
2. A brief description of this study is to be found in an article by R. W. Burkhart, "The Soviet Union in American School Textbooks", *Public Opinion Quarterly*, winter 1947-48, pp. 567-571.

by I. James Quillen of Stanford University and published in 1948.<sup>1</sup> This report includes a description of the principal textbook studies conducted in the United States, with particular attention to more recent efforts. The report presents a summary and appraisal of the textbook improvement movement in the United States together with recommendations for further activities.

In October 1948, the Library of Congress published a comprehensive review of both national and international textbook revision activities.<sup>2</sup> This ambitious and systematic report sets forth textbook improvement programmes both by nation and by organization. An extensive list of official and unofficial national and international organizations, past and present, is presented, together with concise descriptions of their programmes and activities. Selected documents, including the Casares Resolution, the League of Nations Declaration on the Teaching of History, the Montevideo Convention on the Teaching of History, and the original programme of Unesco, are given in full. There is a list of the international agreements concerned wholly or in part with textbook improvement, and a well-annotated bibliography of the important writings in this field.

Textbooks used in the United States have improved considerably since the first world war. While the recent studies just mentioned show the need for further improvement, there are indications of a growing willingness on the part of American textbook authors, editors, teachers and educational officials to apply themselves to the problem.

#### THE CANADA—UNITED STATES COMMITTEE ON EDUCATION

The work of this committee provides an excellent example of international co-operation between educators interested in textbook improvement. In 1944 a non-governmental committee of United States and Canadian educators was jointly sponsored by the American Council on Education and by the Canadian Education Association, the Canadian Teachers' Federation, and the National Conference of Canadian Universities. In 1945 this Canada-United

1. I. James Quillen, *Textbook Improvement and International Understanding* (Washington, D.C. : The American Council on Education, 1948).
2. U.S. Library of Congress, Reference Department, European Affairs Division, *Textbooks, Their Examination and Improvement* (Washington, D.C. : the Library, 1948).



States Committee on Education was enabled, by a grant from the Marshall Field Foundation, to work on a joint study of the history textbooks of the two countries. Two groups of teachers set to work examining textbooks. One group, working at Harvard University, examined United States history textbooks, while the other group, established at the Ontario College of Education, University of Toronto, confined itself to those of Canada. Each group consisted of members from both countries.

The two groups issued reports, which were published together in 1947.<sup>1</sup> The historical material was analysed chronologically; and in order to avoid stigmatizing individual textbooks because of isolated errors, the sources of specific quotations were not cited separately.

The United States section of the final study dealt with some twenty-three American history books, which were estimated to represent 75 per cent of the U.S. history textbooks in use in the elementary and secondary schools of the United States. In general the American part of the joint report reached the conclusion that there was need to improve the treatment of Canada in United States history textbooks. There was little indication of bias, except in the treatment of the war of 1812, but there was evidence of neglect and distortion. The report recommended "a recasting of the material used, a reshifting of emphasis, and occasionally, more care in the wording".<sup>2</sup>

The Canadian section of the joint report, based on the examination of 36 Canadian textbooks, presented similar conclusions and recommendations. It revealed that Canadian history textbooks contained much more material on the United States than the American books contained on Canada.

The value of the study of the Canadian-United States Committee on Education was enhanced by the fact that considerable attention was devoted to a positive statement of the material that *should* be included in history textbooks, thus providing teachers and textbook writers with concrete standards of evaluation. Like the studies of the Norden Association in Scandinavia, this study served as another illustration of successful textbook analysis realized through non-governmental international co-operation at the regional level.

1. Canada-United States Committee on Education, *A Study of National History Textbooks Used in the Schools of Canada and the United States* (Washington, D.C. : American Council on Education, 1947).
2. *Ibid.*, p. 32.

## CONCLUSION

From this brief survey of the historical background of textbook improvement it can be seen how numerous and varied have been the efforts of individuals, national and international organizations, and governments. It is upon this rich experience that Unesco has sought to build its programme for the improvement of textbooks and teaching materials as aids to international understanding, which is described in Part II of this handbook.



PART II

THE PROGRAMME OF UNESCO

## THE DEVELOPMENT OF UNESCO'S PROGRAMME

As already indicated, Part I of this handbook incorporates the historical material to be found in *Looking at the World Through Textbooks*, a document prepared by the Preparatory Commission of Unesco and issued just before the meeting of the First Session of the General Conference of Unesco in November, 1946. The purpose of this document was to provide a foundation for the development of Unesco's programme in the improvement of textbooks and teaching materials as aids to international understanding. It contained, in addition to historical background, a statement of principles governing textbook analysis and revision and a series of recommendations for action by Unesco based upon the record of past experiences in the field.

An abridged version of these principles and recommendations<sup>1</sup> is presented below :

## PRINCIPLES GOVERNING TEXTBOOK ANALYSIS AND REVISION

1. There is no one path which all nations can follow. In some countries textbook analysis must be carried on by government agencies and in others by private organizations and individuals. While in some countries revision can proceed on an extensive scale, in others it can only be achieved by piecemeal efforts. Again, in some cases textbook analysis must be carried on solely within the national framework, while in others it may take place at an international level. Thus, to be of value to all Member States, Unesco's textbook programme must be sufficiently flexible to incorporate every possible technique for the practical improvement of textbooks.

1. Unesco, *Looking at the World Through Textbooks* (Doc. C/9; Paris, Unesco, 1946), pp. 18-24.



2. Although textbook analysis is usually confined to specific subjects, the improvement of textbooks should be promoted in every subject within the school curriculum. History and geography are of particular importance; but the books used in instruction in literature, the arts, the natural sciences and other subjects should also be taken into consideration. Again, textbooks are but one type of teaching material; in recent decades motion and still pictures, visual devices and auditory aids have greatly increased in importance, and the field of analysis must be expanded as rapidly as possible to include the examination of these other teaching devices. Teaching materials must also be viewed in their relation to school curricula and courses of study. In some countries textbooks and other teaching materials dictate the courses of study; in others they play a subordinate rôle. But in no case can textbooks be viewed altogether separately from the general school programme.

3. During the past quarter of a century a pattern of textbook revision has emerged which is based not only upon accuracy of statement but upon adequacy for modern world conditions. The analysis and improvement of textbooks involves the correction of inaccuracies, attention to the psychological overtones of expression used, and the selection of topics of world importance. Textbook analysis is no easy and simple matter; it must involve the closest co-operation of scholars, educators, and psychologists, who understand the implications of materials presented to pupils.

4. In the past a great deal of work in textbook analysis and revision has lost its effectiveness in pious resolutions and glittering generalities. To be effective, the programme of Unesco must extend from the individual teacher analysing textbooks used in his own locality to governments improving textbooks on an international basis. Only by embracing efforts at all levels can the Unesco programme for improving teaching materials be immediately practical and intelligently far-sighted.

#### A PROGRAMME OF ACTION FOR UNESCO<sup>1</sup>

In addition to the above principles, the Preparatory Commission for Unesco set forth, in its document *Looking at the World Through Textbooks*, the following programme of action:

1. Unesco, *Looking at the World Through Textbooks*, pp. 19-22.

### 1. *A Clearing House on the Analysis and Revision of Textbooks and Other Teaching Materials*

The education staff of the Unesco Secretariat should be responsible for collecting detailed information about all efforts throughout the world for the improvement of textbooks. Selected members of the Unesco Secretariat should become recognized specialists in textbook analysis and revision. Through the publication and the dissemination of information the Unesco staff should acquaint all responsible educational authorities throughout the world with the most significant proposals and achievements in this field.

### 2. *Consultative Services*

The Unesco Secretariat should be responsible for making proposals to individuals, organizations and governments for work which they could profitably undertake in the analysis and revision of textbooks. Staff members of Unesco should be available for practical consultation on any project on textbook analysis launched by responsible educational authorities.

### 3. *Bilateral and Regional Activities*

It is probable that, in the immediate future, many of the most significant achievements in textbooks analysis and revision will be carried on, not on a world-wide scale but by bilateral and regional co-operation between organizations and governmental authorities. Wherever nations or groups of nations seek to better their relations by the improvement of textbooks and other teaching materials the Unesco Secretariat should stand ready to offer aid and advice. It is to be hoped that bilateral and regional conferences will be held on the improvement of teaching materials. Unesco could be a useful agent in arranging for such conferences, in preparing documentation for their consultations, and in publicizing their findings and recommendations.

### 4. *Inter-governmental Cultural Agreements*

It should be a function of the Secretariat to encourage official international bilateral and multilateral agreements, both through direct suggestions to governments and through the dissemination of information. Unesco should publish and distribute reports in all inter-governmental agreements aiming at the improvement of teaching materials as aids to international understanding. It should also be a task of the Secretariat, acting in co-operation with selected experts, to prepare a model agreement covering textbook improvement.



### 5. *Research on Topics of International Concern*

It should be another Unesco task to identify the major topics of international importance which should be included in the educational programmes of all countries. Having selected a number of such topics, Unesco could study how these topics are treated in the textbooks of the different countries — for example, the treatment accorded by the textbooks of all countries to the topic "The United Nations". On the basis of the findings, Unesco could make recommendations to the different countries for the adequate and proper treatment of the United Nations in their teaching materials. Such reports would be of use not only to educational authorities, but to teachers and to the authors and publishers of textbooks.

### 6. *World Conferences*

From time to time Unesco should call together world conferences to consider specific aspects of the problem. In this regard it is desirable that historians, educators, and other individuals who are concerned with the increasing interdependence of nations should meet together to consider the task of rendering the teaching of national history conducive to international understanding.

### 7. *The responsibility for reporting instances of textbook usage inimical to peace among nations*

Despite all efforts to improve teaching materials, cases may still arise where such materials are deliberately prostituted to serve aggressive and militaristic national aims. It should be the duty of the Secretariat to report all such cases to the Unesco General Conference. The Conference may, if it sees fit, refer these instances of gross misuse of teaching materials to the General Assembly of the United Nations and through them to the Security Council.

In the various proposals outlined above it is not assumed that Unesco should be a dominating or authoritative agency in the improvement of textbooks and teaching materials. The chief responsibility lies squarely on the shoulders of the educational authorities and the scholars of the individual countries. However, by awakening world leaders to the possibilities of improving textbooks, Unesco may serve a highly constructive purpose. By encouraging and co-ordinating the efforts of individuals and organizations, it may contribute greatly to the improvement of textbooks and other teaching materials as aids to international understanding.

## PROGRAMME ADOPTED BY THE FIRST SESSION OF THE GENERAL CONFERENCE

On the basis of the recommendations made by the Preparatory Commission, the First Session of the General Conference adopted the following nine-point programme for the improvement of textbooks and teaching materials :

1. Unesco should establish a clearing house for the collection and dissemination of data on the analysis and revision of textbooks and other teaching materials. As a first step in this direction, Unesco should ask every Member State to send, in 1947, a full set of its most commonly used textbooks on history, geography, civics and other subjects related to international understanding.

2. The Secretariat should arrange for the study of these materials with the assistance of National Commissions and other national bodies; Member States should be invited at the same time to study their own textbooks from the point of view of their effect on international understanding. The results of these enquiries should be reported to the next General Conference.

3. The Secretariat should draw up, in consultation with qualified experts, a set of principles or code of ethics by which each Member State might, as it sees fit, analyze its own textbooks and teaching materials.

4. Unesco should establish contacts with the Member States, with associations of educationists and scientists and with other learned societies, in order to assist them, when invited, in the presentation of events and facts of international significance.

5. Unesco should call world conferences, if deemed desirable, on specific aspects of the revision and improvement of teaching materials.

6. Unesco should encourage Member States to make bilateral and regional agreements concerning textbooks and other teaching materials, and should assist by preparing "model agreements", and the dissemination of information on such agreements.

7. Unesco should encourage bilateral and regional enterprises and give assistance to them, whether under governmental or non-governmental auspices.

8. Unesco should prepare from time to time new materials on international affairs to be placed at the disposal of textbook writers.

9. Unesco should undertake the responsibility of reporting to the General Conference instances of textbook usage inimical to peace among nations.



It was soon decided that the whole programme adopted by the Conference was too ambitious to be completed in 1947, as the budget proposed by the Preparatory Commission was materially reduced. The Unesco Executive Board meeting at its Second Session, April 10 to 15, 1947 proposed a more restricted programme under the heading, "Improvement of Textbooks and Teaching Materials":

(a) Draft a model method of textbook analysis, including the development of principles by which Member States might analyze their own textbooks and teaching materials.

(b) Compile an annotated list of existing bilateral or regional agreements on textbook revision.

(c) Collect at Unesco House samples of textbooks most commonly used in various countries for the teaching of history, geography, civics and other subjects related to international understanding.

(d) Organize and initiate a study of the treatment of international co-operation in these textbooks.

No staff was available to implement these activities, so when the Unesco General Conference held its Second Session at Mexico City in November and December, 1947, it decided to make the textbook improvement programme adopted by the First Session a long-term one. Programme Resolution 3.9. stated, "The Director-General is instructed to continue the work for the improvement of textbooks and teaching materials according to the programme adopted by the First Session of the General Conference". This resolution was reaffirmed by the Third Session of the General Conference meeting at Beirut in 1948, through Programme Resolution 2.3., by which "the Director-General is instructed, in co-operation with Member States, National Commissions, and other national and international bodies, to further the improvement of textbooks and teaching materials in accordance with the resolutions adopted by the First Session of the General Conference". Within this general resolution, the Fourteenth Session of the Executive Board, on the recommendation of the Director-General, gave priority to "the preparation of works likely to contribute, by their outstanding value, towards the improvement of school textbooks".

These are the official actions of the General Conference and the Executive Board in relation to the improvement of textbooks and teaching materials. What has actually been accomplished?

First, a programme specialist in textbook improvement was

appointed to the Secretariat for the first time in April 1948, and work has since proceeded on a number of fronts. One of the first activities undertaken in 1948 was to send a letter of enquiry to Member States requesting the following information:

1. Any studies completed, now being conducted or contemplated in your country, seeking to improve textbooks and other teaching materials for international understanding.

2. The names of ... qualified experts and organizations ... interested in the improvement of textbooks and teaching materials for international understanding.

3. Any bilateral or regional agreements concerning textbooks and teaching materials ... copies of past or existing agreements, and suggestions as to the terms and contents of a model bilateral or regional agreement concerning textbooks and teaching materials.

4. The authority or authorities ... responsible for selecting textbooks and teaching materials, and the methods used in selecting them, with special reference to any precaution taken to ensure adequate treatment of other nations and international relations ... criteria used in the selection of textbooks or lists of textbooks now actually in use or recommended ...

The purpose of this letter was to accumulate clearing house information and materials. In addition, studies and information from other sources have been assembled and information distributed as a part of the clearing house activities of Unesco's Department of Education. Assistance and advice have been given to individuals and groups interested in the improvement of textbooks and teaching materials.

On the basis of the information collected, several documents were begun in 1948 and completed early in 1949. Among these are:

1. "A Model Plan for the Analysis and Improvement of Textbooks as Aids to International Understanding". This model plan contains principles and criteria for the analysis and appraisal of textbooks and suggestions for using them in textbook analysis projects.

2. Specifications for a common study by Member States of the treatment in their own textbooks of "The Agencies of International Cooperation from 1918 to the Present Time".

3. An international bibliography on "The Improvement of Textbooks as Aids to International Understanding".

These three documents were transmitted to Member States in April 1949, with an invitation from the Director-General to



participate in the proposed study. No further discussion of the documents is necessary here as they are all included in this handbook.

Another activity in 1948 and 1949 was a study of official bilateral and multilateral agreements affecting the improvement of textbooks and teaching materials. The report on this study, including a sample draft treaty based on existing educational and cultural treaties, has been included in this handbook. It was earlier transmitted to Member States by the Director-General with the recommendation that the use of such treaties be extended.

One of the four resolutions passed by the Executive Board concerning Unesco's activities in and in relation to Germany "instructs the Director-General, in agreement with, and in co-operation with, the appropriate allied authorities in Germany: to study the question of textbooks in Germany and to define, from Unesco's point of view, the criteria that should guide the preparation and publication of such textbooks". The method approved by the Programme Sub-Committee of the Board to carry out this resolution was as follows:

1. The appropriate allied authorities will be invited by Unesco to submit a review of their experience in the field of revision and production of teaching materials in Germany.

2. The principles, criteria, and model plan for textbook analysis and improvement to be developed by the Unesco Secretariat, after review by the Executive Board, will be supplied to the appropriate allied authorities.

3. The counsel and assistance of experts proposed by the appropriate allied authorities may be sought in the development of Unesco's programme for the improvement of textbooks and teaching materials. If at a later date it is feasible to hold a meeting of experts on the improvement of textbooks and teaching materials, representative experts proposed by the appropriate allied authorities will be invited to participate.

4. Any information and material in this field will be made available to the appropriate allied authorities for their use and, if requested, the Secretariat will be available for consultation with the appropriate allied authorities on problems concerning the improvement of textbooks and teaching materials.<sup>1</sup>

In carrying out these instructions, a staff member spent two weeks in Germany in July 1948, consulting the appropriate allied

1. Unesco, mimeographed document EX/CP/SC.1/3, 20 May 1948, pp. 3-4.

authorities and collecting information on the revision and production of teaching materials. The Model Plan for the Analysis and Improvement of Textbooks is being made available for use in Germany, and other information and materials have been supplied to the allied officials working on textbooks in the three zones in which the occupying authorities have established agreements with Unesco. The Third Session of the General Conference revised slightly the statement on textbook activities to be carried on in 1949 and made them identical with those approved for Japan.

As to Japan, the Third Session of the General Conference approved the following activities concerning textbooks to be carried out by Unesco in that country during 1949, in agreement with and in co-operation with the Supreme Commander for the Allied Powers in Japan.<sup>1</sup>

*To study the question of textbooks in Japan and to define, from Unesco's point of view, the criteria that should guide the preparation and publication of such textbooks.*

These activities may include:

3.1. Providing the Supreme Commander for the Allied Powers and designated Japanese educators responsible for the revision of textbooks and teaching materials with bibliographical data on relevant research studies.

3.2. Providing similar information on past and current efforts to revise textbooks.

3.3. Furnishing limited consultant services to these groups on request.

3.4. Making available to these groups the principles, criteria and model plan for textbook analysis developed within the framework of programme resolution 2.3.

3.5. Collection of source data on the efforts to improve textbooks and teaching materials in Japan for the use of Member States through the Clearing House in education (programme resolution 2.1.) and to aid Unesco's work in the improvement of textbooks and teaching materials (programme resolution 3.3.).

As this handbook is being written, plans are being made to put these activities into effect.

When reports from the study by Member States of their own textbooks are received, a summary report will be prepared. A small meeting of experts on textbook improvement is planned for 1950. This meeting will examine the summary report of the study

1. These provisions are given in the document UNESCO/XR/O.T./2, pp. 3-4.



made by Member States and other materials prepared by the Secretariat. On the basis of these, recommendations will be made for future activities. Later, the summary report of the study by Unesco Member States of their own textbooks will be revised and expanded to include the recommendations of the meeting of experts.

As a step toward the creation of "works likely to contribute, by their outstanding value, toward the improvement of school textbooks", the Unesco Department of Social Sciences and the Unesco Department of Education have arranged with a group of French historians for the writing of a sample textbook (for children of about twelve years of age) on the history of France, showing the manner in which French civilization is directly linked with that of the rest of the world. This manuscript, which is to be finished in the spring of 1950, will be duplicated for distribution in English and French, in order to serve : (1) as an example of a national history textbook written from a world point of view, in the hope that historians in other countries will write similar history textbooks for their own nations; and (2) as a basic working document for the 1950 Unesco seminar on the revision of textbooks.

The seminar on the revision of textbooks, which was authorized by the Third Session of the General Conference, will offer an opportunity for educational leaders from all of Unesco's Member States to meet and to work together intensively on the textbook problem. Basic documents prepared by and for the Secretariat will be studied at that time and suggestions made for their improvement, distribution, and use. Knowledge of what is currently happening as regards textbook improvement will be shared and plans made for future action. Some materials useful in the improvement of textbooks may be prepared during the seminars by participants; other activities may be projected for completion later.

Two special documents which are planned for the seminar, will provide suggestions and materials for use by authors of (1) history textbooks and (2) geography textbooks. It is proposed that these documents be prepared before the seminar, so as to be studied and discussed by the participants. After the seminar, they would be revised, published, and distributed for the use of textbook authors.

These, then, are the activities directed toward the improvement of textbooks and teaching materials that the Unesco Secretariat has either completed or planned for the future. It is hoped, that the readers of this handbook will make suggestions for still other activities.

A MODEL PLAN FOR THE ANALYSIS AND IMPROVEMENT  
OF TEXTBOOKS AND TEACHING MATERIALS AS AIDS TO  
INTERNATIONAL UNDERSTANDING*Introduction*

THE importance of education for international understanding is widely recognized. One aspect of this many-sided problem is the improvement of textbooks and teaching materials; however, other factors are also of major importance. For example, those who formulate official programmes of study determine to a greater or lesser extent, depending on the system of education, the approach and subject matter used in the schools. Teachers, too, have a great responsibility, and their knowledge and attitudes play a paramount rôle in the classroom. However, it is obvious that teachers can be generally more effective if they have good textbooks and teaching materials with which to work.

Since World War I, many efforts have been made to improve textbooks and teaching materials as aids to international understanding. These include extensive research by scholars in various fields, a wider use of such research by authors, more careful editing, by publishers, the establishment of new criteria in the selection of textbooks, actions by teachers' organizations and other national and international groups, bilateral and regional agreements between governments, and bilateral and regional enterprises conducted by non-governmental groups. The method used widely to show the need for the improvement of textbooks has been an analysis of the treatment of topics important to international understanding and co-operation. For example, textbooks have been analyzed to determine their treatment of World War I, war and peace in general, foreign nations, international relations, and minority groups. The results of these studies have been used to secure changes in existing textbooks and improvements in new ones.

The General Conference of Unesco has recognized the importance of the analysis of textbooks and teaching materials as one means to further their improvement as aids to international understand-



ing. The programme adopted at the First Session of the Conference instructed the Secretariat to "draw up, in consultation with qualified experts, a set of principles or code of ethics by which each Member State might, as it sees fit, analyze its own textbooks and teaching materials". (III, (a), 3). This instruction was reaffirmed by the Second and Third Sessions of the General Conference, and the model plan for the analysis of textbooks and teaching materials proposed in this document is directed to carrying it out. A set of principles and evaluative criteria are proposed, together with techniques by which they may be applied.

Along with the model plan, a proposal has been prepared for a study by Member States of their own textbooks in order to determine the treatment of "The Agencies of International Co-operation from 1918 to the Present Time". The plan for this study attempts to apply the suggestions contained in the model plan, and thus serves as a specific illustration of its use. The Secretariat is aware that the specifications of a model plan and of a common world study cannot fit all situations. Modifications will need to be made in order to adapt them both to local conditions; in some places, more simplified procedure can be applied than in others. However, these proposals are advanced in the hope that they will stimulate educational authorities to undertake the analysis of textbooks and teaching materials and assist in their improvement as aids to international understanding. The Unesco Secretariat will appreciate receiving copies of reports of studies that are made and suggestions for the improvement of the plan itself.

### *General Procedures*

Though the procedure followed in the analysis of textbooks and teaching materials will vary with the nature of the project and the place where it is conducted, past experience suggests a general pattern that can be modified to fit most situations. The remainder of this model plan consists of a description of the operations involved in planning, making, reporting, and implementing textbook analysis projects.

### *The Selection of a Project*

The first step in the selection of a textbook analysis project is to survey, so far as possible, what has been done in one's own country

and in other parts of the world. The accompanying bibliography will provide some leads to sources of information.

Studies, as already indicated, have been completed of textbook treatment of World War I, war and peace in general, countries and regions in various parts of the world, international relations, and minority groups. These studies need to be extended and repeated from time to time to keep information on the contents of textbooks abreast of current changes. In addition, the treatment of World War II should be examined; every nation should know how other countries are treated in its own textbooks and how it is presented in the textbooks of other nations; and the treatment of the United Nations and its Specialized Agencies and other international organizations needs to be examined in the textbooks used throughout the world.

### *Sponsorship and Finance*

Many textbook studies can be conducted and financed by individuals but more ambitious projects generally require group sponsorship and finance. Projects may be sponsored by Unesco National Commissions and Co-operating Bodies, national educational organizations and research groups, or other educational and cultural groups of recognized integrity, reliability and competence, having high professional prestige. Committees of national leaders may be selected to supervise and appraise the work as it progresses. Wherever possible, governmental officials, representatives of the educational profession, scholars in the different subjects and recognized public leaders should be closely associated in sponsoring projects.

Some textbook analysis projects may be sponsored internationally, either bilaterally, regionally or at a world level. For example, educational leaders in Canada and the United States of America have recently completed a joint project in the analysis of the national history textbooks used in the schools of the two nations. This project was sponsored and directed by a joint committee established by organizations of both countries. Another example is the Norden Societies in Denmark, Finland, Iceland, Norway and Sweden, which have sponsored extensive work in textbook analysis and improvement on a regional basis. In other cases, official sanction has been given to such projects through bilateral and regional agreements entered into by governments.



Bilateral and regional agreements and enterprises contributing to the improvement of textbooks and teaching materials as aids to international understanding should be greatly extended. Modern means of transportation and communication make such agreements and enterprises more feasible than ever before. Unesco has prepared an analysis of past and present bilateral and regional agreements concerning textbooks and teaching materials, and plans to disseminate information about them. It is also proposing a common study by Member States of their own textbooks.

Thus, textbook analysis projects may be sponsored by groups operating locally, nationally, bilaterally, regionally, or on a world-wide basis. In any case, it is important that such projects enjoy sponsorship respected for integrity and competence.

Under ideal circumstances, textbook analysis projects should not only be well sponsored but also adequately financed. They may be financed by government funds, by interested educational or lay organizations, or by individuals or philanthropic foundations. In any case, there should be adequate protection to assure freedom in publishing the findings. Although extensive funds can be used effectively, limited projects of great value can be carried out with small resources. It is important, however, that the results of textbook analysis projects be well substantiated and of high quality; otherwise, much harm may be done by inaccurate conclusions, and by the deservedly unfavourable public or governmental reactions which would result.

### *Selection of the Staff*

The size of the staff working on textbook analysis will, of course, vary with the size of the project and the amount of financial support available. In some cases, the staff may consist of one person working alone; others may require several people, representing a variety of specialized fields. If the latter, an able director should be secured, who should select an expert staff, possessing the qualifications needed for the particular work in hand. Additional specialists in content, curriculum revision, and teaching methods may be used as consultants. Scholars in particular subject matters and professional educators should work closely together. All staff members and consultants should command confidence and respect both for their knowledge and their personal qualities. Not only

scholarship, but also a wide and mature outlook is necessary for objective textbook analysis.

Most projects for the improvement of textbooks need not be staffed elaborately. A somewhat informal technique, which has proved effective, is for organizations to designate individual scholars or small committees, who accept the responsibility of reading and analyzing textbook manuscripts submitted to them. In some cases authors can submit their manuscripts for appraisal to scholars of another country, when the history or culture of the latter is being treated. This technique has been used extensively and successfully by the Norden Societies. Prior to World War II all five Northern Countries, without formal agreements, accepted the procedure that "all new editions of old history textbooks and all new (history) textbooks should always — before being printed — be sent for revision in proof sheets to the sub-committees of scholars set up ... by the Norden Societies in each country".<sup>1</sup>

Even more desirable than the selection of a limited project by a single candidate, would be the selection of aspects of a larger project by a group working together as a team under the direction of a mature scholar. In order to increase research on textbooks by such advanced students, fellowship assistance should be provided when possible.

### *Defining the Purposes*

The analysis of textbooks aids to international understanding should be guided by clearly defined purposes. Among the most important purposes are :

1. To discover strengths and weaknesses in textbooks and teaching materials now being used and to provide a basis for their revision where necessary. Textbook studies should help to indicate what aspects of various subjects are the most valuable.

2. To provide an opportunity for historians, geographers and other scholars to work co-operatively with teachers, school administrators and governmental and public leaders, in the improvement of textbooks and teaching materials.

1. Haakon Vigander "The teaching of history and international understanding" in Hundorp Conference organizing committee (comp.), *Record of the Hundorp Conference for British and Norwegian Teachers*, (Oslo, Gyldendal Norsk forlag, 1948), p. 108. Information also transmitted to Unesco by the Norwegian National Commission for Unesco.



3. To provide assistance to authors, editors and publishers in the preparation of new textbooks by establishing guiding principles and by indicating what should be avoided and what should be included.

4. To provide material helpful in the revision of programmes of study, the education of teachers and administrators, and in the selection of textbooks and teaching materials.

The major objective in the analysis of textbooks and teaching materials is to improve their quality. The emphasis should be positive. The discovery of undesirable materials serves a useful function only if it leads to constructive action. To great an emphasis on the negative side may produce undesirable results by arousing emotional opposition. Consequently, the analysis of existing materials should indicate their strengths as well as their weaknesses and should result in positive recommendations to serve as guides for continuing improvement.

### *Determining the Scope of the Project*

The major factors determining the scope of a textbook revision project are the staff and resources available. Projects should be kept within reasonable limits. It is better to work within a restricted scope and do the task thoroughly than to attempt to cover a broad area with superficial results. Some of the questions that need to be asked in determining the scope of the project are :

1. What educational levels should be included ? Elementary ? Secondary ? College and university ? Adult ?

2. What types of teaching materials should be included ? Text-books ? Other books ? Visual aids ? Music ? Art ?

3. What textbooks should be considered ? History ? Geography ? Civics ? Sociology ? Economics ? International relations ? Readers ? Literature ? Language ? Science ? Mathematics ?

4. What visual aids should be considered ? Motion pictures ? Slides ? Film strips ? Photographs ? Art reproductions ? Art objects ? Book illustrations ? Charts ? Graphs ? Maps ?

5. What types of musical materials and audio aids should be considered ? Collections of songs ? Recording ? Radio programmes ?

6. Should programmes of study as well as textbooks and teaching materials be analyzed ?

Most textbook analysis projects have been concerned with elementary and secondary school textbooks; a few have included college and university materials; but materials used in adult education have been neglected almost entirely. It is no doubt advisable to begin the improvement of teaching materials as aids to international understanding by an analysis of the textbooks used during the period of compulsory education, but wherever possible college and university materials and those used in adult education should also be considered.

History and geography textbooks have been analyzed the most, although some projects have included civics, sociology, economics, international relations, modern problems, reading, literature, language, and biology textbooks as well as biographies, other supplementary books, audio-visual aids, art and music materials. If limited funds are available, history and geography textbooks are the best place to begin. Civics, reading, and literature books are also of great importance in the development of attitudes toward an understanding of other countries and peoples. It is important that courses of study be examined as a part of textbook analysis projects. Textbooks are generally written to fit programmes of study, and unless these programmes are modified, recommendations for extensive modifications of textbooks and teaching materials will have little value.

Thus, the minimum scope of initial analysis projects might be the history and geography textbooks used during the period of compulsory education. But, whenever feasible, this minimum scope should be extended to include other levels of education and as wide a variety of textbooks as possible.

### *Selecting the Materials to be Analysed*

In a nation in which the number of textbooks used is limited, the task of selecting those to be analysed presents no great problem; but where there is a great variety of textbooks, it is necessary to decide which are to be examined. The criterion most widely applied is frequency of use. Two procedures to determine frequency of use are: (1) requests to educational authorities to designate the textbooks and other materials used in the subjects under



analysis; and (2) requests to publishers or publishers' associations to indicate the textbooks which have the widest sale. Of these methods the first is probably preferable, even though in some countries it may be more difficult to apply. In some countries the government authorities will possess a list of textbooks in use, which can be examined quickly and easily as a basis for selection. The important considerations are that the materials analysed be representative and those which exert the greatest influence on the individuals in the subjects and on the educational level or levels to be studied. Where the country is multilingual, representative textbooks from the different important languages should be selected.

### *Identifying Important Topics and Desirable Content*

The identification of important topics and desirable content is necessary to provide a framework for the analysis, clear-cut standards of appraisal, and a basis for constructive recommendations. By important topics and desirable content are meant the topics and information that are necessary to the achievement of the objectives for which the subject matter is used. For example, if the objective is to develop an understanding of the relations between France and Germany, an important topic is the question of Alsace-Lorraine and desirable content would be an unbiased presentation of the facts which explain the attitudes of both the French and German peoples toward the two provinces. In developing international understanding, an important topic is the United Nations and its Specialized Agencies, and desirable content is accurate information on their function, structure, and operation. The important topics and desirable content in any field may be ascertained by examining systematically the writings of scholarly authorities in periodicals and books, or by asking representative scholars to prepare an outline or list of them. Then the individual or group actually making the analysis can select the topics and content which are felt to be the most important for study, and these can, in turn, be checked by the co-operating scholars.

After the important topics and content have been identified, the next task is to determine how they are treated in the books and teaching materials being analysed. Model passages are helpful as standards in appraising the treatment of a topic in the textbooks examined. By model passages are meant examples of satisfactory selection and presentation of subject matter. Such passages may

be selected from the writings of authorities or directly from textbooks in common use. If the treatment of the history and culture of other nations is being examined, model passages and outlines and summaries of desirable content may be secured from their scholarly authorities, either directly or through their publications. Bilateral or regional sponsorship facilitates this type of co-operation. However, whether the sponsorship is national or international, a useful procedure in textbook analysis is to organize a panel of experts, consisting of leading authorities, to serve as sources of information and ideas, and to appraise the work of the project staff members.

Model passages and summaries of desirable content not only provide a standard for the appraisal of textbooks and teaching materials, but they also serve as guides to authors and publishers and to the educational authorities selecting and using textbooks and teaching materials, thus giving a constructive emphasis to textbook analysis projects. It would be helpful if the scholars of each nation would prepare outlines and summaries of the main facts of its geography and history for use by textbook writers in other nations. Material of this kind has, for example, already been prepared in Norway.

### *Determining Guiding Principles and Evaluative Criteria*

The principles suggested below provide the basis for the list of criteria which follows them. Both the principles and criteria should be applied to the analysis and improvement of all parts of textbooks and teaching materials, the subject matter, illustrations, charts, graphs, maps, learning exercises and activities. The principles and criteria can be used in two ways: (1) in the analysis, appraisal, and revision of existing materials; and (2) in the preparation of new materials. All the criteria suggested will not apply to every book or other material examined, and, when this is the case, the lack of application and the reasons for it can be indicated.

In the revision of existing materials and in the preparation of new materials, the principles stated can be used as guides in the selection, interpretation and presentation of content, illustrations and the like. After a manuscript has been prepared, it should be evaluated before publication by the application to it of the suggested criteria.



The principles and criteria suggested here are not intended to be comprehensive guides for the appraisal and preparation of textbooks and other teaching materials. *They have been deliberately restricted to focus directly on the objective of improving textbooks and teaching materials as aids in developing international understanding.*

## *Principles*

1. *Accuracy.* The information included in textbooks and teaching materials should be accurate and up-to-date. There should be no factual distortion. Interpretation of events and generalizations about them should be substantiated by the facts presented. Terms used should be defined accurately and clearly by the use of concrete examples. Illustrations, charts, graphs and maps should be representative, accurate and up-to-date. International understanding is primarily an intellectual accomplishment.

2. *Fairness.* Minority groups, other races, and other nations and nationalities should be treated fairly and due representation should be given to their contributions. The same standards of scholarship, justice, and morality which are applied to one's own nation should be applied to others, including former enemies in war and nations with whom there is current rivalry and conflict. Unpleasant facts and undesirable conduct should not be ignored, but they should be placed in perspective, and controversial issues should be presented objectively. If the scholars of two or more countries cannot agree on the facts or interpretation of important events in their relationships with each other, fair statements of the different points of view should be presented. Terms and phrases which develop prejudice, misunderstanding and conflict, and give offence to other peoples should be avoided.

3. *Worth.* The information, illustrations and exercises in textbooks should be selected on the basis of their relevancy to the development of the knowledge, attitudes and skills necessary to effective living in the modern world.

4. *Comprehensiveness and Balance.* The selection and interpretation of the material presented should be comprehensive and balanced. In the school programme as a whole, there should be adequate treatment of world history and geography, the cultures of other nations, and of contemporary international events and

problems. Wars and international conflicts of all kinds should be viewed in the total perspective of international relations. Not only politics, but also art, music, literature, religion, education, recreation, science, health, industry, labour, agriculture, and other aspects of living should be considered in the study of history and contemporary civilization.

5. *World-mindedness.* The ideals of human freedom, dignity, equality and brotherhood should be emphasized. The need of a moral code of mutual human behaviour and a sense of common responsibility for world conditions should be stressed. The advances of civilization, the obstacles to human progress, world ideals and heroes, world interdependence, and the need for international organization and co-operation should be made clear.

6. *International Co-operation.* Adequate information should be included, when appropriate, on the history of the efforts to achieve peaceful relations between nations and on the current activities and accomplishments of the United Nations and its Specialized Agencies. The treatment of the world's efforts to achieve peace should emphasize the importance of achieving justice through international co-operation and law. The supreme aim is not peace at any price but a just and rational peace with freedom and security under law.

### *Criteria*

1. How accurate is the information included ?
2. Are the interpretations of events and the generalizations about them adequately supported by the facts presented ?
3. Are important terms accurately and clearly defined ?
4. Are the illustrations, charts, graphs, and maps representative, accurate, and up-to date ?
5. Are minority groups, other races, nations, and nationalities treated fairly and justly ? Is due representation and recognition given to their contributions ?
6. Are the same standards of scholarship, justice, and morality applied to other nations and groups as to one's own ?
7. Are controversial issues presented objectively ?
8. Are words and phrases which develop prejudice, misunderstanding, and conflict avoided ?
9. Are the text, illustrations, and exercises of worth and relevancy in the development of the knowledge, attitudes, and skills necessary to effective living in the modern world ?



10. In terms of the subject and age level, is there adequate information on world geography and history, on the cultures of other nations, and on contemporary international relations and problems?
11. Is the material presented well-balanced in selection? In interpretation?
12. Are the ideals of human freedom, dignity, equality, and brotherhood given adequate stress and support?
13. Is the need of a moral code of mutual human behaviour and a sense of common responsibility for world conditions emphasized?
14. Are the advances of civilization stressed? The set-backs and obstacles to human progress? World ideals and heroes? World interdependence?
15. If a history textbook, is there adequate information on the history of the efforts to develop peaceful relations between nations?
16. If appropriate to the subject, is there adequate information on the United Nations? On the Specialized Agencies?
17. Is the need for international organization and co-operation recognized?
18. If appropriate to the subject, is the concept of a just peace through international co-operation and law made clear?

### *Analysing the Textbooks and Materials Selected*

The actual analysis of the materials should be based upon: (1) the important topics; (2) the desirable content and model passages; (3) the guiding principles; and (4) the evaluative criteria.

The first step is to record essential bibliographical and quantitative data for each book analysed. Standard forms should be made for this purpose and duplicated. A sample form for books and other reading materials is included here (see next page) to illustrate what such a form might contain. A special form relating directly to the materials being analysed would need to be made for any particular project. Motion pictures and other types of audio-visual aids would obviously require different forms from those used for reading materials.

Uniform procedures for recording quantitative data need to be developed to assure accuracy. If two countries were conducting a co-operative study, for example, the amount of space devoted to the other country in the textbooks of each would be significant only if the same basis of comparison were used for the textbooks of both countries. In measuring space it is recommended that the number

of pages be used as the unit of measure. While this is not an exact measure due to differing page and type sizes, the inaccuracies will not be significant if, in addition to the number of pages, the average number of words per page and the percentage of the total book or other material devoted to the field or topic under consideration are indicated.

As illustrated on the sample form, the space allotted to the whole field being studied, and to each important topic within it, should be calculated and recorded for each book or other reading material analysed.

*Sample Form for  
Recording Bibliographical and Quantitative Data  
About Each Book or Other Reading Material Analysed*

Author .....  
 Title .....  
 Place of publication ..... Date of publication ... Edition ..  
 Publisher .....  
 Type of material (check correct answer): textbook .....  
 Supplementary book ..... pamphlet .....  
 Other (indicate kind) .....  
 Subject (history, science, etc.) .....  
 Total number of pages in book .....  
 Average number of words per full page of text .....  
 Number of pages of text in book (excluding visual materials, learning exercises, bibliographies and other lists of teaching materials) .....  
 .....  
 Percentage of total book composed of text .....  
 Number of pages of text devoted to the whole field of project ....  
 Percentage of total number of pages of text this includes .....  
 Number of pages of text devoted to each topic within the larger field (1) ..... (2) ..... (3) .....  
 (4) ..... etc.  
 Percentage of total number of pages of text devoted to each topic (1) ..... (2) ..... (3) .....  
 (4) .....  
 Number of pages of illustrations in book ... maps ... charts and graphs ..... learning exercises .....  
 bibliographies and other lists of teaching materials (audio-visual aids, etc.) .....



Number of pages of illustrations devoted to whole field of project  
 ..... maps ..... charts and graphs ..... learning  
 exercises ..... bibliographies and other lists of materials  
 .....

Percentage of total number of pages of illustrations in book devoted  
 to whole field of project ..... maps ..... charts and  
 graphs ..... learning exercises ..... bibliographies and  
 other lists of materials .....

Total number of pages in book (text, bibliographies, illustrations,  
 maps, etc.) devoted to whole field of project .....

Percentage of total number of pages in book devoted to whole field  
 of project .....

Total number of pages in book devoted to each topic which is being  
 analysed (1) ..... (2) .....  
 (3) ..... (4) .....  
 etc.

Percentage of total number of pages in book devoted to each topic  
 (1) ..... (2) .....  
 (3) ..... (4) .....  
 etc.

For illustrations, maps, charts and graphs, learning exercises  
 and bibliographies, the recording of the space devoted to the total  
 field under study will usually be sufficient. If visual aids are  
 being examined specifically, a more detailed analysis of them may  
 be desirable.

As soon as the essential bibliographical and quantitative data  
 have been accurately recorded for the item to be analysed, the next  
 step is to apply the evaluative criteria. The textbook or other  
 material should first be analysed topic by topic in answer to the  
 evaluative questions that apply to each topic as it is considered.  
 For example, the Canada-United States Committee on Education,  
 in the examination of the history textbooks of the two countries,  
 selected as the topics for consideration the seven major periods in  
 the history of their relations :

- 1497-1763 A Common Background
- 1763-1795 The Dividing of the Continent
- 1795-1814 The Troubled Border
- 1814-1860 The Boundary Settlements
- 1860-1870 A Period of Tension

1870-1914 Increased Co-operation

1914-1945 Autonomy and Further Co-operation <sup>1</sup>

In applying the basic principles and criteria to each topic, the outlines and summaries of content and the model passages selected can be used as standards. In relation to a particular topic, how far does the content of the textbook fulfil the standards indicated as desirable ?

After the textbooks are examined in terms of each topic included in the study, the evaluative criteria can be applied to the book as a whole.

In most textbook studies evaluative criteria are applied to individual books not for the purpose of praising or condemning them as such but to gather evidence to show the treatment of a particular subject in a group of textbooks as a whole. Such a procedure has the advantage of avoiding attacks on individual textbooks while indicating the need for improvement and stimulating action in a whole field. Of course, when textbooks are being appraised for adoption, they have to be judged individually.

In applying the criteria either to particular topics or to a whole textbook, descriptive information and illustrative quotations along with the evaluative generalizations based on them should be recorded. This will provide some check on the subjective judgments of the analyst. For example, if the material is judged to be inaccurate and unjust to former enemies in war, quotations which show the basis for this conclusion should be recorded.

In citing quotations, it is important that they be selected carefully in the light of their actual meaning in the original context and that the degree to which they represent the book as a whole be indicated. Quotations, unrepresentative of the books as a whole, may be used deliberately to show extremes in treatment, but such use should be indicated clearly and care exercised to assure that the over-all interpretation gives a fair impression of the total group of materials examined. When using an unfavourable quotation, it is generally preferable not to cite the name of the author nor the title of the book, in order not to risk harming some author or publisher unjustly. The object of the projects is not to condemn some particular author or publisher, but to secure the general

1. The Canada-United States committee on Education, *A Study of National History Textbooks Used in the Schools of Canada and the United States*, publication No. 2 (Washington, D.C., The American Council on Education, 1947), p. 5.



improvement of textbooks. More can be accomplished by maintaining the good will and active co-operation of authors and publishers than by incurring their antagonism and opposition. However, where individuals or groups are deliberately using textbooks to each hatred and prejudice against other peoples, publicity against particular textbooks may become necessary.

### *Using Previous Research*

Previous research should be used throughout. Considerable research on textbooks and teaching materials has accumulated in many countries since World War I. In addition, there are international reports on the problem prepared under the direction of the International Institute of Intellectual Co-operation, Unesco, and other international agencies. Unesco has prepared a summary of the more important work which has been undertaken so far and has compiled a bibliography, which lists most of the national and international studies on which information is available. At the request of the United States National Commission for Unesco, a summary and evaluation of the efforts to improve textbooks and teaching materials in the U.S.A. has been prepared and published by the American Council on Education. It would be very useful if the National Commissions of other nations, in which considerable efforts have been made to improve textbooks, would prepare a summary and evaluation of their experiences. Such reports can make past experiences readily available to those who are planning new projects.

A consideration of previous research enables the staff of a new project to consider a variety of techniques which have been used in the past and which might apply to their work. Previous mistakes can be avoided, at least to some extent, and a wasteful duplication of work prevented.

After the data for a textbook project have been collected, organized, and interpreted, conclusions can be drawn in the light of previous research. Has there been any improvement or regression since the treatment of a particular topic or topics was last examined? If the conclusions of the analysis are based on previous work, a continuing evaluation can be made showing the results of the efforts to improve textbooks and teaching materials both nationally and internationally over a period of time.

## *Presenting the Findings*

The report of a textbook analysis project should be planned carefully. The general pattern of organization will differ somewhat according to the type and variety of the materials examined, the topics studied, and the criteria applied. When only one type of material, such as history textbooks, is being analysed, the report might be organized as follows :

1. An introduction stating the subject under study and its significance and describing the methods used in its analysis.

2. An indication of the space allotted in the materials analysed to the whole subject under consideration, including text, illustrations, maps, graphs, exercises, etc.

3. An indication of the space allotment and a description and evaluation of the contents for each topic into which the whole subject is divided. For example, in the Canada-United States study, the report is organized around the chief chronological periods, listed above, in the history of the relations of the two countries.

4. An interpretation and evaluation of the findings as a whole. This would involve the presentation of a summary of the findings, covering all topics considered, together with an interpretation and critical evaluation.

5. A listing of the major conclusions.

6. A listing of the major recommendations for action and suggestions for applying them.

7. A bibliography of the related studies and a list of the materials examined.

8. An appendix containing copies of forms used, relevant documentary materials, and the like.

If several types of materials are examined, such as history, geography, civics and language textbooks, biographies and motion pictures, the organization of the report will differ somewhat from the above. The introductory chapter would probably follow the same general pattern, but it might be followed by chapters on each major type of material. For example, there could be a chapter on its treatment in geography textbooks, and so on. Each chapter might follow the over-all pattern suggested above, first presenting an over-all picture of space allotment, then the findings on major topics included in the general subject, and finally the conclusions and recommendations. The topics studied might vary



somewhat with the type of material; for example, topics based on chronological periods would not fit geography or civics textbooks. However, in order to provide a basis for comparison between different types of materials, it is desirable to keep the topics as uniform as possible. Following the chapters on each major type of material, there would be a final summary chapter interpreting and evaluating the findings as a whole and presenting conclusions and recommendations.

In presenting the findings on each topic, a good procedure is to begin with a discussion and interpretation of the subject matter considered desirable by the leading authorities in the particular field. Representative quotations by authorities may be cited as models. Then the treatment of the topics selected for analysis can be compared with the subject matter recommended and the model quotations selected, and illustrative quotations can be given from the textbooks themselves. This method has the considerable advantage of providing a constructive approach and a guide for textbook authors and publishers who wish to modify their own publications or who are preparing new ones.

Major findings can be shown in tables, charts, and graphs. This will permit a systematic presentation of data, facilitate comparisons between materials and topics, and indicate general trends.

The following sample illustrates how a table might be made to summarize the quantitative findings from a group of textbooks on an over-all subject being investigated.

*Content Relating to . . . . in the History Textbooks Analysed*

| School level       | Number of textbooks examined | Average number of pages in books examined | Average number of words per page | Average number of pages on subject being studied in each book | Average percentage of each book on subject being studied |
|--------------------|------------------------------|---|----------------------------------|---|--|
| Elementary . . . . |                              |   |                                  |   |  |
| Secondary . . . .  |                              |   |                                  |   |  |

The following is an example of a table that might be used to present quantitative data on the space devoted to a number of topics in a number of textbooks.

*Detailed Analysis of Content Relating to . . . . in the History  
Textbooks Examined<sup>1</sup>*

| Book No. | Age or grade level | No. of pages on each topic |    |     |    |   | Pages on subject as a whole | Average No. of words per page | Pages in book | Percentage on over-all subject |
|----------|--------------------|----------------------------|----|-----|----|---|-----------------------------|-------------------------------|---------------|--------------------------------|
|          |                    | I                          | II | III | IV | V |                             |                               |               |                                |
| 1 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| 2 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| 3 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| 4 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| 5 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| 6 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| 7 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| 8 . . .  |                    |                            |    |     |    |   |                             |                               |               |                                |
| Etc.     |                    |                            |    |     |    |   |                             |                               |               |                                |

Footnotes referring to sources of data and to other studies should be included where appropriate. Adequate documentation not only provides a check on the quality of the study itself, but also helps interested readers to extend their knowledge.

In reporting the findings of textbook analysis, care should be exercised to ensure balance and objectivity. The main purpose is to secure the improvement of textbooks through the elimination of inaccuracy, bias, and misinterpretation; hence, reports of textbook analysis should themselves be examples of accuracy and objectivity. National and racial prejudices are so pervasive that they are likely to intrude, uninvited, into places where they are least wanted, and textbook analysis has not always been entirely free of them.

One common danger is to expect too much material on the subject under consideration and too great a degree of perfection in its presentation. One should not expect, for example, an extensive treatment of international relations in every kind of teaching material used in a school programme. This would be repetitive and wasteful, and might defeat the purpose of developing international understanding by producing boredom and distaste in the learner. Neither should textbook analysts expect perfection in textbooks, for they are written most commonly by one individual who cannot

1. These illustrative tables were adapted from the Canada-United States Committee on Education, *op. cit.*, pp. 40-41.



possibly have the competence of a specialist in all the fields about which he is writing. What textbook analysis can do is to apply the knowledge of a number of specialists to the study of commonly used textbooks, so that authors and publishers may make corrections in subsequent editions or in new texts.

The conclusions of textbook analysis should be carefully formulated, phrased, and logically arranged. They should be concrete and easy to understand, and should build one upon the other to form a firm structure which will convince the reader.

The recommendations for action should be based upon the conclusions, but they will be more useful if they are listed separately. They should be formulated so that the action they recommend is practical and its method of execution clear. Recommendations should be pointed directly at the individuals and groups who can implement them most effectively.

### *Implementing the Recommendations*

The results of textbook analysis should be made known as extensively as possible through a wide distribution of the report itself and by submitting summaries of the findings to professional and lay periodicals, newspapers, and educational associations. The recommendations for the improvement of textbooks and teaching materials can be implemented in pre-service and in-service teacher education, curriculum revision programmes, the selection of textbooks, the revision of existing materials, and the production of new ones.

Among those who can contribute most to the improvement of textbooks and teaching materials are : teachers, school supervisors and inspectors, school administrators, instructors in teacher training institutions, government officials who have responsibilities in the selection of textbooks and the formulation of programmes of study, authors, editors, publishers, and public leaders. The key personnel will vary from country to country, but in each country it is desirable to find the people who are most influential, to disseminate information, conclusions, and recommendations to them, and to secure their co-operation through publications, correspondence, interviews, and conferences.

Special attention should be devoted to authors, editors, and publishers, because they have a primary responsibility in the

preparation of textbooks. Since, however, they are controlled to a considerable extent by programmes of study and syllabus requirements, it is essential that recommendations for improvement be implemented through responsible teachers, educational authorities, and government officials who can make modifications in school programmes and practices.

In many countries, the content of textbooks is ultimately controlled by public opinion. Consequently, the public should be informed about projects for textbook analysis, and the co-operation of lay leaders and groups secured in developing them and in implementing the recommendations. The United Nations Associations and the National Commissions for Unesco, because of their prestige and broad representation, can assist considerably in building public support for work of this kind.

### *Conclusion*

Any model plan designed for world-wide use inevitably takes on a degree of both complexity and inflexibility. However, textbook analysis in a particular situation need be neither complex nor inflexible. Procedures can be simplified, modified, adapted and devised to fit any local situation. Carefully restricted projects can be designed by an individual or a group with small resources and carried out in a manner that will make a definite contribution to the improvement of textbooks. Any individual or group which has an interest in achieving this end should embark on a project no matter how restricted. Nor need action be confined to analysis; as indicated in the introduction to this plan, there are many other means through which textbooks and teaching materials may be improved. The important consideration is to secure information about what has already been done, what techniques have proved to be the most effective, and what needs to be done so that each project, wherever and by whomever conducted, will make a contribution to a world-wide effort to improve textbooks as aids to international understanding.

The selection and co-ordination of projects for the analysis and improvement of textbooks can be facilitated by the establishment of national and international clearing houses of information for the use of individuals and groups working on analysis projects, textbook authors, publishers, educators, government officials, and other interested individuals and groups. These clearing houses



could survey what has already been done, determine what needs to be done, propose projects for the analysis of textbooks and teaching materials, establish general standards and guides, and maintain an up-to-date collection of textbook studies already completed and other materials of value.

National clearing houses for the improvement of textbooks and teaching materials could be established by Unesco National Commissions or other appropriate groups. Unesco, in co-operation with other international agencies, can perform clearing-house functions at the international level. But only as action is conducted on a broad scale throughout the world can Unesco or any other agency serve effectively as the international clearing-house. The task is not limited to a few individuals, groups, or nations. To be fully successful, it must be a world-wide movement. Hence, many individuals and groups can make contributions, and every nation, acting both individually and in concert with other nations, has the responsibility of ensuring that its textbooks and teaching materials are true aids to international understanding, co-operation and peace.

## CHAPTER EIGHT

# THE AGENCIES OF INTERNATIONAL CO-OPERATION FROM 1918 TO THE PRESENT TIME

## A Proposed Study by Unesco Member States of Their Own Textbooks

### *I. The Nature of the Project*

ONE of the programme resolutions adopted by the First Session of the General Conference of Unesco and reaffirmed by the Second and Third Sessions instructed the Secretariat to invite Member States "to study their own textbooks from the point of view of their effect on international understanding".<sup>1</sup> In accordance with this resolution, Member States are invited to analyse their textbooks to determine the treatment of the agencies of international co-operation from 1918 to the present time. How much space is devoted in textbooks and teaching materials to the major agencies of international co-operation existing in 1918 or established since, with particular reference to the United Nations and its Specialized Agencies? What is the quality of the content presented? What points of view are expressed about the agencies of international co-operation? Are these agencies treated so as to contribute to the development of international understanding?

The purpose of this chapter is to suggest procedures for the proposed study. The effort to describe methods applicable to a variety of situations has added a degree of detail and complexity to some of the procedures proposed. However, each Member State is urged to adopt the simplest and most direct methods that are appropriate to its local conditions and needs. The important thing is to have the study made and used in the improvement of textbooks and teaching materials.

1. Unesco, "Report of the Programme Commission as Adopted by the General Conference"; *General Conference, First Session*, 20 Nov.-10 Dec. 1946, doc. no. UNESCO/C/30 (Paris: Unesco, 1947), Annexe 1, p. 224.



## II. *Sponsorship and Finance*

It is recommended that the study be sponsored by one of the following :

1. Unesco National Commissions or Co-operating Bodies.
2. Governments directly.
3. An agency or agencies designated by the Government or by a National Commission or by both.
4. A sponsoring committee consisting of governmental officials, representatives of the educational profession, subject matter specialists, and public leaders.

In countries where National Commissions exist it will probably be preferable for them to sponsor the project. If possible, the study should be financed by the Government or by National Commissions. Where this is impossible, funds may be secured from educational or non-educational organizations, or through private philanthropy. In any case, it is important that sponsorship and financing be such as to protect freedom of inquiry, ensure objectivity in the findings, and provide for the widest dissemination and application of the recommendations which result from the study.

## III. *Purposes*

The purposes of the proposed study are to :

1. Provide information in the treatment of the agencies of international co-operation in the textbooks and teaching materials of various nations.
2. Enable each nation to become aware of the treatment of agencies of international co-operation in its own textbooks and teaching materials.
3. Provide assistance in the improvement of existing textbooks and teaching materials, and in the preparation of new ones.
4. Provide practice in the use of a specific method of textbook analysis which can be applied widely in the improvement of textbooks and teaching materials as aids to international understanding.
5. Contribute to Unesco's long-range programme in the development of international understanding by giving attention to teaching about the United Nations and its Specialized Agencies.

## IV. *Scope of the Study*

The minimum scope of the study should include national and world histories, national and world geographies, and civics text-

books used in elementary and secondary schools by children and youth up to the age of about nineteen years. It is desirable to add school readers and literary anthologies and, where possible, the study should be extended to include all widely used textbooks and teaching materials bearing on international co-operation.

### V. *Staff*

The size of the staff will depend on the scope of the project and the variety of textbooks used in a particular Member State. If the minimum scope suggested above is adopted and if variety of textbooks in a particular country is limited, it may be possible for a single staff member to make the study in a relatively short period of time. Where the number of textbooks is larger, more staff will be required. If the scope of the project is extended beyond history, geography, and civics textbooks, specialists in the textbooks and teaching materials added to the study will need to be included on the staff. An extended staff will require a competent director to co-ordinate the work of the project. Subject matter specialists and experienced educators who are not regular staff members can be invited to serve as consultants to assist the staff and to review the results of the study.

### VI. *Selecting the Materials to be Analysed*

In countries where the number of different textbooks is limited, all textbooks used in the subjects and on the educational levels covered by the study can be analysed. But where a large variety of textbooks are employed, the criterion of frequency of use should be applied, and those textbooks examined which are used most widely.

### VII. *Important Topics*

The major categories of agencies of international co-operation can be used most readily as topics for analysis in this study :

- (i) the League of Nations and its subsidiary and affiliated organizations;
- (ii) the United Nations and its Specialized Agencies;
- (iii) other inter-governmental organizations; and
- (iv) non-governmental international organizations.



The following list includes typical agencies for each of these :

#### *I. LEAGUE OF NATIONS AND SUBSIDIARY AND AFFILIATED ORGANIZATIONS*

- (a) League of Nations (Assembly, Council, Secretariat)
- (b) Permanent Court of International Justice
- (c) Health Organization of the League of Nations
- (d) Permanent Mandates Commission
- (e) International Institute of Intellectual Co-operation
- (f) League organizations for the international control of narcotics.

#### *II. THE UNITED NATIONS AND ITS SPECIALIZED AGENCIES*

- (a) United Nations (General Assembly, Economic and Social Council, Security Council, Trusteeship Council, International Court of Justice, Secretariat)
- (b) International Labour Organization (previously an autonomous associate of the League of Nations)
- (c) United Nations Educational, Scientific and Cultural Organization (Unesco)
- (d) Food and Agriculture Organization of the United Nations
- (e) World Health Organization
- (f) International Bank for Reconstruction and Development
- (g) International Monetary Fund
- (h) International Civil Aviation Organization
- (i) Universal Postal Union
- (j) International Telecommunications Union
- (k) International Refugee Organization.

#### *III. OTHER INTER-GOVERNMENTAL ORGANIZATIONS*

- (a) Permanent Court of Arbitration
- (b) International Bureau of Education
- (c) International arbitration, conciliation, mediation and investigation bodies
- (d) Special international commissions for the protection of migratory wild life, the control of international water ways, the regulation of fisheries, the control of insect pests, etc.

#### *IV. NON-GOVERNMENTAL INTERNATIONAL ORGANIZATIONS*

For example,

- (a) World Federation of United Nations Associations
- (b) International Red Cross agencies

- (c) International Olympic Committee
- (d) International peace, philanthropic and similar organizations

This is not a complete list of the agencies of international co-operation. It can be extended to include additional international organizations that are considered important. Some of the organizations listed are so new that little will be found about them in any textbook; they are included, however, because of their current significance. All the organizations are not appropriate for every age level and obviously, they are not all of equal importance.

### VIII. *Information Questions and Evaluative Criteria*

The criteria included below were adapted for this project from the list proposed in the "Model Plan":

1. How many pages of text are devoted to the agencies of international co-operation since 1918? What agencies are treated? How many pages on each agency? How many are devoted to each of the four major categories of agencies listed above?

2. How many illustrations, charts, graphs, and maps apply to agencies of international co-operation since 1918? How much space is given to these visual materials? What agencies are treated in such materials? What kinds of materials (photographs, charts, maps, etc.)?

3. How much space is devoted to learning exercises bearing on agencies of international co-operation since 1918? What kinds of exercises are included? What agencies are treated?

4. How many bibliographical references apply to the agencies of international co-operation since 1918? List a few of the references most frequently cited. Are audio-visual aids listed? If so, how many and what kinds apply to agencies of international co-operation since 1918? List a few of those most cited. What is the total space given to these bibliographical references and audio-visual aids?

5. What is the total number of pages in book devoted to each of the four major categories of agencies? To all of the agencies studied? (Indicate percentage each of these is of total book).

6. Is the information given accurate? Are the interpretations of events and the generalizations about them supported by the facts presented?

7. Is adequate information given to develop an accurate understanding of the agencies discussed, or are important facts omitted?



8. Is there a comprehensive treatment of major agencies of international co-operation since 1918? Are important agencies slighted or omitted? What important agencies are given inadequate treatment? How adequate is the treatment of the League of Nations? The United Nations and its Specialized Agencies?

9. Are important terms defined clearly?

10. Are the illustrations, charts, graphs, and maps up to date, representative, accurate and easy to understand?

11. Is the content well selected? Is it presented in an interesting manner? Is it balanced and objective in presentation and interpretation?

12. Are all races, nations, and nationalities treated fairly and justly? Are their contributions recognized? Are the same standards of scholarship, justice and morality applied to all?

13. Are controversial issues presented objectively and justly?

14. Are words and phrases which develop prejudice, misunderstanding and conflict avoided?

15. Are the ideals of human freedom, dignity, equality and brotherhood given adequate stress and support?

16. Is world interdependence stressed? World ideals and heroes? The obstacles to the development of international co-operation? Is the need for international organization and co-operation recognized? Are the advances made in international co-operation since 1918 discussed?

17. Is there adequate background information on the efforts to develop peaceful relations between nations?

18. Is the concept of a just peace through international co-operation and law made clear?

### IX. *Making the Analysis*

The first step in making the analysis is to check the results of any available previous research in the same field. Where previous national studies exist, the findings of the present study can be compared with them so as to show trends. A bibliography, presented at the end of this book, lists many national and international studies.

The next step is to check the list of agencies of international co-operation given in Section VII in order to assure the inclusion of those most important in the international relations of the country from 1918 to the present. In doing this, it will be helpful to

examine authoritative references on international relations and to select quotations which can be used as standards to indicate a desirable treatment of the agencies included in the study.

The next step is to record the bibliographical data for each textbook and to apply to it the information questions and evaluative criteria. The first sample form included in the "Model Plan" in the preceding chapter may be modified to suit local needs and used to record bibliographical and quantitative data. In measuring space, it is recommended that the number of pages and parts of pages calculated to the nearest tenth be used as the unit of measurement.

Illustrative quotations can be used to support qualitative judgments, but where unfavourable quotations are involved, it is recommended that neither the author nor the title of the book should be cited. Model passages from references of demonstrated objectivity can be used as standards in making qualitative judgements. Wherever such judgements are made, the standards utilized should be as carefully defined as possible. The data collected from each textbook, except that placed on forms, can be recorded on cards to facilitate the organization of the findings.

## *X. Presenting the Findings*

In organizing the report of the study, it is first necessary to obtain an over-all picture. For this purpose, elementary and secondary school textbooks should be considered separately. The range and average of the various quantitative factors can be determined and generalizations made concerning the quality of the material. It is recommended that general evaluations of the whole group of elementary or secondary school textbooks examined be made, rather than evaluation of single books. References will be made to single books in citing examples for the purpose of illustration, in showing the range of differences, and in supporting interpretative generalizations. But, in order to protect authors and publishers against the possibility of having a generally good book condemned because of one or two bad passages, sources of quotations from textbooks should not usually be cited.

The report may be organized as follows :

1. A short introductory chapter containing:
  - (a) A description of the nature of the study
  - (b) A description of the textbooks analysed as to number, kind,



- age-level for which they are intended and the like, and the method used to select them
- (c) A list of the international agencies used in the analysis
  - (d) A description of the techniques used in making the study.
2. A chapter on the treatment of the international agencies in history textbooks.
- (a) The space allotment devoted to all the agencies in:
    - (i) The elementary school history textbooks studied
      - (a) National history textbooks
      - (b) World history textbooks
    - (b) A description and evaluation of the space allotment and treatment of each of the four major categories of agencies given in Part VII of this chapter in:
      - (i) The elementary school history textbooks studied
        - (a) National history textbooks
        - (b) World history textbooks
      - (ii) The secondary school history textbooks studied
        - (a) National history textbooks
        - (b) World history textbooks
    - (c) An interpretation and evaluation of the treatment of the international agencies in the total group of history textbooks studied.
    - (d) Conclusions and recommendations for improvement.
3. A chapter on geography textbooks organized as above.
4. A chapter on civics textbooks.  
(If readers, literary anthologies, and other materials are analysed, additional chapters will be necessary here).
5. A concluding chapter with:
- (a) A summary and critical evaluation of the findings of the study as a whole. This, in part, may take the form of a list of major conclusions
  - (b) A list of recommendations for improving textbooks as aids to international understanding based on the findings of the study
  - (c) Suggestions for applying the recommendations.
6. A bibliography of any related studies used and a list of the materials examined.
7. An appendix containing any forms or relevant material not

included in the body of the report which would be helpful to others working on analysis projects.

In writing the report, it is recommended that the emphasis be constructive. It is a good procedure to begin with a discussion of desirable content, perhaps with brief quotations from authorities to use as standards. Then the findings from the textbooks analysed can be presented and evaluated in terms of the standards cited. Tables, charts, and graphs can be used to present quantitative data, and quotations used to support and illustrate qualitative judgments. Footnotes can be used to refer to previous research and to give full bibliographical data about the authorities cited in the text. A special effort should be made throughout to keep the presentation of findings balanced and objective. Conclusions should be clearly and specifically stated, and recommendations should be practical and directed, wherever possible, to those in a position to apply them.

## XI. *Implementing the Recommendations*

It is suggested that the results of the study be applied nationally in the selection and improvement of textbooks and teaching materials. Some specific suggestions for implementing the results of textbook analysis projects will be found in the "Model Plan" prepared by the Unesco Secretariat.

It will be greatly appreciated if a copy of the report is sent to the Director-General of Unesco as soon as completed. The Unesco Secretariat plans to analyze and interpret the findings from the different countries and to prepare a summary report for wide distribution. Later, a meeting of experts is planned to make recommendations for the further improvement of textbooks and teaching materials as aids to international understanding.



## CHAPTER NINE

### A REPORT ON BILATERAL AND MULTILATERAL TEXTBOOK ACCORDS

#### EXAMINATION OF PAST AND PRESENT ACCORDS

THE appearance of the first international textbook accord in 1933 marked a significant step forward in the development of educational co-operation between nations. At that time the desirability of intergovernmental co-operation in the field of education had been recognized only recently by most governments. A few treaties touching upon educational subjects had indeed appeared during the nineteenth century and the years preceding the first world war, but these were isolated examples, which by no means represented widespread official interest. It remained, for the shock of the first world war to awaken a general desire for international co-operation in the realm of intellectual activity. Once interest had been aroused, governmental action was not slow in following, and soon after the war numerous bilateral and multilateral treaties began to appear, covering artistic, literary, scientific and educational questions. In the field of education, the early post-war accords were confined largely to the exchange of students and professors, the creation of special teaching posts, and the establishment of foreign language courses. However, in 1933 the important problem of the textbook as a source of both international understanding and misunderstanding was recognized in an accord between Argentina and Brazil. Other nations soon followed in dealing with this question by international agreement.

As was to be expected, official recognition of textbook improvement as a method for promoting international understanding was preceded in nearly every country by activity on the part of both individuals and private organizations. The countries of Latin America, where the first textbook treaties appeared, were no

exceptions in this regard. There, as elsewhere, growing pressure from active individuals and groups aroused official interest in the problem. As early as 1924, for example, the need to improve textbooks was considered by the Scientific Pan American Conference of Lima. It was followed by the Congress of the International Organization of Latin American School Teachers in 1928, the Congress of History at Buenos Aires in 1929, the Congress of History at Bogota in 1930, the South American University Congress at Montevideo in 1931, and the National History Congresses held at Montevideo in 1928 and at Rio de Janeiro in 1931. Considering all this preparatory activity, it was not surprising that the Latin American countries were the first to produce official international agreements in the textbook field.

The first effective action took place in Uruguay, where influential persons suggested that the respective Governments of Uruguay, Argentina, and Brazil should revise their textbooks by eliminating all unfriendly remarks directed against one another. The outcome of this proposal was an official accord in 1933 by which Brazil and Argentina agreed to examine their history and geography textbooks. A step of real significance, this was the first treaty to deal with schoolbooks and to see in their revision a method for strengthening friendly relations between countries.

Under the provisions of this accord,<sup>1</sup> which was signed at Rio de Janeiro on October 10, 1933, and ratified on May 21, the following year, the Argentine Republic and Brazil undertook to revise their national history textbooks by deleting all passages likely to arouse hostility against any American nation. The two countries likewise agreed to arrange for the periodic revision of geography textbooks with a view to keeping them up to date and adequate in their treatment of the productive capacity of the American nations. Finally, the treaty carried the important stipulation that any other American state which wished to do so could become a party to the agreement upon giving notice to the Brazilian Ministry of Foreign Affairs. Such adherence was, of course, dependent upon the ultimate approval of previous signatories to the convention.

Both Mexico and Uruguay soon availed themselves of this opportunity. Just after the meeting of the Seventh International Conference of American States, held at Montevideo in December

1. See Appendix B. document I, for full text.



1933, the two nations adhered to the above treaty at approximately the same time.<sup>1</sup>

At the Seventh International Conference of American States held at Montevideo, Uruguay, December 3—26, 1933, the Latin American States, deeming it desirable to complement the political and juridical organization of peace by means of the revision of textbooks, adopted a Convention on the Teaching of History.<sup>2</sup> The first two articles of this convention read as follows :

*Article 1.* To revise the textbooks adopted for instruction in their respective countries, with the object of eliminating from them whatever might tend to arouse in the immature mind of youth aversion to any American country.

*Article 2.* To review periodically the textbooks adopted for instruction on the several subjects, in order to harmonize them with most recent statistical and general information so that they shall convey the most accurate data respecting the wealth and productive capacity of the American Republics.

As can be seen, these first two articles closely followed the provisions of the Argentine-Brazil textbook accord. However, *Article 3* departed completely from the earlier agreement by providing for the founding of an Institute for the Teaching of History of the American Republics. Although this provision has never been carried out, it is worth quoting inasmuch as it includes a list of aims directly related to textbook revision:

*Article 3.* To found an "Institute for the Teaching of History" of the American Republics, to be located in Buenos Aires, and to be responsible for the co-ordination and inter-American realization of the purposes described and whose ends shall be to recommend:

- (a) That each American Republic foster the teaching of the history of the others.
- (b) That greater attention be given to the history of France, Great Britain, Portugal and Spain, and of any other non-American country in respect to matters of major interest to the history of America.
- (c) That the nations endeavour to prevent the inclusion, in educational programs and handbooks on History, of

1. Mexico exchanged ratification with Brazil on December 3, 1937.

2. See Appendix B, document II, for full text.

- unfriendly references to other countries or of errors that may have been dispelled by historical criticism.
- (d) That the bellicose emphasis in handbooks on History be lessened and that the study of the culture of the peoples, and the universal development of civilization of each country made by foreigners and by other nations, be urged.
  - (e) That annoying comparisons between national and foreign historical characters, and also belittling and offensive comments regarding other countries, be deleted from textbooks.
  - (f) That the narration of victories over other nations shall not be used as the basis for a deprecatory estimate of the defeated people.
  - (g) That facts in the narration of wars and battles whose results may have been adverse, be not appraised with hatred, or distorted.
  - (h) That emphasis be placed upon whatever may contribute constructively to understanding and cooperation among the American countries.

In the fulfilment of the important educational functions committed to it, the "Institute for the Teaching of History" shall maintain close affiliation with the Pan American Institute of Geography and History, established as an organ of co-operation between the Geographic and Historic Institutes of the Americas, of Mexico City, and with other bodies whose ends are similar to its own.

The final article of this convention, like the Brazil-Argentina treaty which preceded it, contained a stipulation permitting the later adherence of additional signatories.

On the final day of the meeting of the Seventh International Conference of American States at Montevideo, December 26, 1933, the above Convention on the Teaching of History was signed by the accredited representatives of some eighteen Latin American States. The convention was subsequently ratified by Honduras, the Dominican Republic, Mexico, Panama, Guatemala, Ecuador, and Colombia.<sup>1</sup> The United States of America, while declining to sign, issued a statement declaring its approval of the objectives aimed at by the convention, but explaining that, as the system of education in the United States lay largely outside the sphere of activity

1. Ratifications as of February 1, 1949.



of the Federal Government, that Government was constitutionally unable to sign the convention.

During the following two years, 1934 and 1935, no new treaties concerning textbooks appeared. But on January 29, 1936, a protocol, or international understanding less solemn and formal than a treaty, was signed between Sweden and Czechoslovakia. This agreement, consisting of nine articles covering a number of cultural and intellectual questions, contained one article on the revision of textbooks — an article which provided that each of the two nations would encourage the revision of the textbooks used in its schools in order to ensure accurate instruction about the other country.<sup>1</sup>

A few months later, on November 27, 1936, Poland and Roumania signed an accord of intellectual co-operation<sup>2</sup> which also contained a single article on the revision of textbooks :

*Article 2.* Inasmuch as the acquisition, in the course of their studies, by the young people of each of the High Contracting Parties of a sound knowledge of the country and people of the other High Contracting Party is one of the most important factors in the maintenance of friendly relations between the two nations, each of the High Contracting Parties shall take steps to ensure that passages in the school textbooks used in its territory relating to the concerns of the other Contracting Party shall be drawn up in a sense favourable to the latter.

To this end, the High Contracting Parties shall communicate to one another information relating to such concerns for the purpose of the study-courses of their respective schools.

Meanwhile, in 1934, the International Committee on Intellectual Co-operation of the League of Nations received the suggestion that a model bilateral agreement for the revision of textbooks should be drawn up and put at the disposal of governments which might be interested in following the example set by Brazil and Argentina in 1933. The proposal was handed on to the International Institute of Intellectual Co-operation for action. In 1935 the Institute drew up both a model bilateral accord and a declaration. The declaration was added at the request of the International Committee on Intellectual Co-operation of the League of Nations, which feared that the model bilateral agreement would be unacceptable to France, Great Britain, and other countries in which the selection of

1. For the full text of this article see Appendix B, document III.

2. Ratified April 14, 1937.

textbooks was not made by the national ministry of education. This declaration, which was worded in more general terms than the model bilateral accord, was subsequently referred to the Council and Assembly of the League of Nations. The Assembly then decided that it should be submitted to the Member States for signature, which was done in October 1937. The Declaration Regarding the Teaching of History, as the document was officially entitled, read as follows:

The undersigned Plenipotentiaries in the name of their respective Governments :

Desirous of strengthening and developing the good relations uniting them with other countries;

Convinced that those relations will be further strengthened if the younger generation in every country is given a wider knowledge of the history of other nations;

Realizing the necessity of obviating the dangers that may arise through the tendentious presentation of certain historical events in school textbooks;

Declare that they agree, each for its own part, upon the following principles :

1. It is desirable that the attention of the competent authorities in every country, and of authors of school textbooks, should be drawn to the expediency :

- (a) Of assigning as large a place as possible to the history of other nations;
- (b) Of giving prominence, in the teaching of world history, to facts calculated to bring about a realization of the interdependence of nations.

2. It is desirable that every Government should endeavour to ascertain by what means, more especially in connexion with the choice of school-books, school-children may be put on their guard against all such allegations and interpretations as might arouse unjust prejudices against other nations.

3. It is desirable that in every country a committee composed of members of the teaching profession, including history teachers, should be set up by the National Committee on Intellectual Co-operation, where such exists, in collaboration with other qualified bodies.

The committees so constituted would be empowered to co-operate among themselves, and it would in any case be their function to study the questions contemplated in the present Declaration and to suggest solutions to the competent national authorities or organizations. They would,



in particular, be empowered, should they think the revision of school textbooks necessary, to follow the procedure provided for in the resolution adopted on July 29, 1925, by the International Committee on Intellectual Co-operation on the proposal of M. Casarès, the recommendations of which were confirmed and amplified in 1932 and 1933 by the International Committee on Intellectual Co-operation and approved by the Assembly of the League of Nations.

4. The present Declaration, the French and English texts of which are equally authentic, shall bear this day's date and shall be open for signature on behalf of any Member of the League of Nations or of any non-member State to which a draft of the said Declaration has been communicated.

5. The present Declaration shall be registered by the Secretary-General of the League of Nations when it has received two signatures, on which date it shall come into force.

6. The Secretary-General of the League of Nations shall notify the Members of the League of Nations and the non-Member States mentioned in paragraph 4 of the signatures received.

Done at Geneva on the second day of October, one thousand nine hundred and thirty-seven in a single copy, which shall be deposited in the archives of the Secretariat of the League of Nations, and of which certified true copies shall be delivered to all the Members of the League of Nations and to the non-member States mentioned in paragraph 4.

It will be noticed immediately that the above declaration was not drawn up in contractual form, but was given instead the form of an assertion of principles. In all, some fifteen nations<sup>1</sup> finally

1. Signatory countries and dates of adherence were as follows :

|                         |                    |
|-------------------------|--------------------|
| Argentine Republic :    | July 20, 1938      |
| Afghanistan :           | February 24, 1938  |
| Belgium :               | November 24, 1937  |
| Chile :                 | January 6, 1938    |
| Colombia :              | June 2, 1938       |
| Dominican Republic :    | November 5, 1937   |
| Egypt :                 | March 1, 1938      |
| Estonia :               | March 8, 1938      |
| Finland :               | September 16, 1938 |
| Greece :                | April 26, 1938     |
| Iran :                  | April 25, 1938     |
| Netherlands :           | February 5, 1938   |
| Norway :                | January 25, 1938   |
| Sweden :                | February 25, 1938  |
| Union of South Africa : | January 24, 1938   |

adhered to it, while several others expressed sympathy for its main provisions. But despite the general wording of the Declaration and the amount of support it received from the smaller countries of the world, not one of the larger Powers became a signatory. The same objections which had earlier caused the abandonment of the model bilateral accord were raised against the Declaration by countries in which textbooks were not controlled by the national government.

The United States, for example, let it be known that, in view of the decentralization of its educational system, its signature would serve no purpose. The French Government pointed out that government intervention would be interpreted within France as an attack upon the independence of historians and school teachers. The Government of Great Britain, in turn, based its unwillingness to sign the declaration upon the fact that its signature would be valueless unless the central government assumed sufficient control over the educational system to carry out the provisions of the Declaration. This, it felt, would constitute an undesirable encroachment upon the prerogatives of British local educational authorities and teachers. Thus the first attempt at world-wide action for textbook revision, while acclaimed by many smaller States, was, for various reasons, rejected by the only Great Powers at that time having interest in the problem.

Meanwhile, in December 1936, the Inter-American Conference for the Maintenance of Peace, meeting at Buenos Aires, had considered, among other problems, the revision of textbooks as a means for promoting international understanding. A series of recommendations to Member States was adopted which included: adherence to the 1933 Argentine-Brazilian Convention for the Revision of History and Geography Textbooks; ratification of the Convention on the Teaching of History signed at the Seventh International Conference of American States during the same year (1933); and adherence to the Declaration Regarding the Teaching of History, which had been prepared for the League of Nations by the Institute of Intellectual Co-operation.<sup>1</sup>

On the final day of the Conference, December 23, 1936, a multipartite Convention Concerning the Peaceful Orientation of Public Instruction was signed.<sup>2</sup> In substance, the Powers adhering to this

1. The Declaration was not opened for signature until ten months later — October, 1937.
2. See Appendix B. document IV for complete text.



convention agreed to organize, in their public educational establishments, the teaching of the principles of pacific settlement of international disputes and the renunciation of war as an instrument of national policy. The signatory States likewise agreed to prepare textbooks or manuals of instruction adapted to all school grades. This programme was also to include the training of a teaching staff, in order to promote understanding, mutual respect, and the importance of international co-operation. Finally, the Convention Concerning Peaceful Orientation of Public Instruction, as the agreement was officially entitled, provided that the High Contracting Parties should entrust the National Commissions of Intellectual Co-operation<sup>1</sup> in their respective countries with the fulfilment of the provisions mentioned above. The National Committees of Intellectual Co-operation were also charged with the study and application of any other measures which might increase the spirit of tolerance, equity and justice between nations. This convention was signed by Argentine, Bolivia, Cuba, Ecuador, Paraguay, Peru, and Uruguay; and was both signed and ratified by Brazil, Colombia, Costa Rica, Chile, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama, The Dominican Republic, and Venezuela.<sup>2</sup> The United States, while expressing sympathy for the aims set forth in the Convention, pointed out its inability to sign because of the federal system of its Government, which leaves education largely to individual States, municipalities, and private institutions.

During the following year, 1937, four European bilateral intellectual agreements were signed which contained articles with textbook revision provisions. However, none of these agreements was confined wholly to the teaching of history or to textbook revision. The first, an exchange of notes between the Netherlands and Czechoslovak Government, was aimed at strengthening the intellectual and artistic relations between the two countries. Article 10 of the Annex to this agreement, which was signed at the Hague on May 20, 1937, proposed that "a revision of school textbooks in use in the two countries, designed to ensure the most accurate and

1. These were non-governmental organizations, recognized by the League, which co-operated with the International Committee on Intellectual Co-operation of the League of Nations in some 53 countries (1938).
2. According to information released by the Organization of American States, July 1, 1947.

complete teaching possible as regards those countries, shall be encouraged”.

A few months later a series of three treaties of intellectual co-operation was signed between Hungary, Finland, and Estonia — treaties closely related as all three were based upon the linguistic (Finno-Urgrian) and ethnological affinities of the signatories. On October 3, 1937, the first of these agreements, a convention of intellectual co-operation, was signed between Estonia and Hungary — Article 7 of which provided :

The two Governments attach special importance to ensuring that the chapters in school textbooks in use relating to their countries are not only in accordance with the truth, but are also written in a friendly spirit. With this object, the Government of either country shall communicate to the other the facts connected with the history, geography, ethnography, etc., of the two countries which it desires to have taught in the schools of the other.

A few days later, October 22, 1937, Hungary signed the second of the series — a treaty of intellectual co-operation with Finland, which contained an article indetical to that quoted above from the Hungarian-Estonian Convention. The cycle of three agreements was completed by the convention signed on December 1, 1937, between Estonia and Finland, Article 7 of which contained provisions substantially the same as those set forth in the two earlier treaties.<sup>1</sup>

Each of the three international agreements in this group provided for a joint international commission to carry out the treaty provisions. The joint commission was to consist of two governmental sub-commissions — one to be located in the capital city of each signatory State. It was further provided that each of these two governmental sub-commissions should be presided over by the respective Minister of Education and composed of a delegate of the Minister of Education, a delegate of the Minister for Foreign Affairs, and a representative of the legation of the other Contracting Party. Experts from the two countries could be invited to assist the governmental committees in an advisory capacity. It may be noted in passing that national commissions similar to these provided for in these three treaties have been a frequently

1. Article 7 of the Estonia-Finland Convention of December 1, 1937, is given in Appendix B, document V.



employed device for carrying out agreements and projects of international intellectual co-operation.

A short time later, on February 14, 1938, an intellectual agreement was signed between Finland and Poland, which contained an article proposing to effect the revision of the school textbooks of the two countries so that each country might acquire a more accurate knowledge of the other.<sup>1</sup> Unfortunately, because of the advent of war the following year, no notification of the ratification of this accord was ever submitted to the League of Nations.

It will be noticed that the majority of the intellectual agreements mentioned above dealt with other matters besides the revision of school textbooks. In the summer of 1938, however, another Latin American bilateral treaty was signed which was devoted wholly to the problem of school-books. This treaty, the Argentine-Chile Convention of June 3, 1938, provided that in order to eliminate one-sided and tendentious judgements, and in order to intensify the general spirit of solidarity within the framework of American history, commissions for the revision of national and American history and geography would be set up at Santiago and at Buenos Aires. These commissions, according to the treaty, would each be composed of five members and would be aided by the universities and other educational organizations of the respective nations. Each of these textbook revision commissions, while charged with respecting freedom of opinion, would be under orders to delete from school textbooks all historically untrue statements and all expressions which might offend the dignity of the other signatory State. Such revision, would, it was felt, be conducive to the elimination of both omissions in the study of history and statistical errors in the study of geography. Finally, the Argentine-Chile treaty provided the national textbook revision commissions would publish a balanced selection of the works of both Chilean and Argentine authors for distribution to educational centers and to the public.<sup>2</sup>

On 26 September 1938, Argentina signed another intellectual agreement — this time with Uruguay. Among the several problems of intellectual co-operation dealt with by the Argentine-Uruguay accord was the question of the revision of national and American history textbooks.<sup>3</sup> The provisions affecting revision, according to the treaty, were to be put into operation through the

1. A translation of this Article appears under Appendix B, document VI
2. See Appendix B, document VII, for exact text.
3. See Appendix B, document VIII, for exact text.

efforts of national commissions similar to the national committees provided for in the Argentine-Chile treaty above.

It should be emphasized that all above listed textbook revision agreements reflected a spirit of peace and friendly collaboration. They all evinced the conviction that the political and juridical organizations of peace should be complemented by measures to prevent the peoples from being contaminated by the preaching of international hatreds, antagonisms, and prejudices. The intellectual agreements fostered by Fascist Italy and National Socialist Germany, however, failed to embody such aims. Article 26 of the German-Italian accord of November 23, 1938, for example, provided that each of the High Contracting Parties would prevent the translation or distribution of tendentious literature by political refugees of the other country as well as works which, "falsifying the historical truth", were directed against the other country, its form of government and its policies.<sup>1</sup>

A treaty signed between Uruguay and Chile on August 31, 1934, and ratified in 1946, was a recent contribution to the general body of textbook accords aimed at improving international understanding.<sup>2</sup> This agreement followed closely the pattern set by previous Latin American textbook accords. That is to say, it provided for the revision of history and geography school-books through the efforts of national commissions of intellectual co-operation.

Since the conclusion of the second world war, two cultural accords containing specific textbook articles have appeared. The first of these, an accord between France and Austria, was signed on March 4, 1947, and ratified on the July 24, of the same year. The relevant article reads as follows :

*Article 17.* The two Governments will see that all textbooks reflect the friendly relations which exist between the two countries.

It might be added in explanation of this clause, that the French Government does not select individual textbooks for use in the national school system. Instead, teachers are free to select their textbooks from extensive lists drawn up by representatives of the teaching profession and approved by the French Government. Presumably, then, under the above treaty provisions textbooks not according friendly treatment to Austria would not appear on the officially approved list.

1. See Appendix B, document IX for the text of this article.
2. See Appendix B, document X for full text of this accord.



The second and probably most recent post-war international convention containing a textbook clause was the Agreement for Cultural Co-operation between Czechoslovakia and Roumania, signed on September 5, 1947:

*Article 13.* The two High Contracting Parties will do what they can to have suitable informative chapters included in their school-books and encyclopedias dealing truthfully and correctly with the history and geography of the other State.

The above agreement was only one of a series of overlapping bilateral accords binding Bulgaria, Czechoslovakia, Hungary, Poland, and Roumania to greater cultural co-operation. The rest of these conventions, however, made no specific references to textbooks. Despite this fact, some of them seemingly implied that where textbooks were inadequate, they would be revised or supplemented. The cultural convention between Poland and Roumania, signed 27 February 1948, contains for example a clause (Article 1, paragraph b) providing that each country shall introduce in its respective primary and secondary school programmes the study of historical, geographical, literary, and political questions concerning the other country.<sup>1</sup>

## CONCLUSIONS AND RECOMMENDATIONS

The above examination of textbook revision agreements has included consideration of one international declaration, two multi-conventions, and some twelve bilateral agreements concerned wholly or in part with the textbook problem. In many cases there has been little practical application of the principles set forth in the accords. This has not resulted from imperfect phrasing in the texts. Instead, the failure to implement agreements arose partly from government preoccupation with the deteriorating international situation preceding the outbreak of the recent war, and to an even greater extent from lagging official and public interest. It would be unfair to imply, however, that all the accords were devoid of worthwhile results. In those countries where textbook

1. Somewhat similar provisions are to be found in the following cultural accords:

Poland and Yugoslavia, signed 16, March 1946;

Czechoslovakia and Bulgaria, signed 20, June 1947;

Poland and Bulgaria, signed 28, June 1947;

Czechoslovakia and Poland, signed 4, July 1947;

Czechoslovakia and Yugoslavia, signed 27, September 1947.

agreements followed widespread recognition of their need, results were often encouraging. In such cases, the recognition of need was either the outgrowth of ties of language, historical association, or territorial propinquity, or it was the result of careful preparation through which public interest was cultivated by both private individuals and organizations.

Careful examination of the above treaties and their results has led to several conclusions which may be of interest to governments contemplating drafting textbook agreements. These conclusions, presented in the form of recommendations, are listed below:

1. All countries must seek approaches to the textbook problem which conform to their individual systems of education and to their particular national traditions. For this reason, international textbook accords are not instruments suited for universal application. Yet, where the employment of such agreements is in harmony with the national organization and administration of education, highly constructive results can be achieved.

2. But even in those places where accords can be used most appropriately, care should be taken not to overlook the fact that treaties are only one of several effective methods for improving textbooks and teaching materials. The use of textbook accords, therefore, should never preclude the employment of other methods. Instead, treaties should be used, wherever possible, in conjunction with other means and as part of a balanced programme for the improvement of textbooks.

3. Another general observation is that better results can be expected where textbook treaties recognize the usefulness of existing organizations which are competent to aid in the execution of treaty provisions. In this connexion National Commissions for Unesco and other organizations with experience in the field of education should be employed wherever possible. Care should be taken not to establish new bodies where existing organizations or institutions are able and willing to do the work.

4. Moreover, there is seldom any compelling reason why the scope of a textbook treaty should be limited to the removal or correction of harmful and misleading textbook material — important as that may be. Such treaties should, wherever possible, also provide for the improvement of textbooks by the introduction of significant and up-to-date material, with due attention to political, economic, and cultural developments tending to strengthen friendly relations between the signatory nations.



5. Provision should likewise be made, where possible, for the extension of accords to include additional countries. Where the form of the accord to be adopted is multilateral, this can be done by simply including a clause providing for the accession of additional countries, subject to the approval of existing signatories. Where bilateral accords are preferred, the number of parties in agreement can be extended through an expanding series of overlapping identical bilateral agreements.

6. Where a textbook improvement programme forms part of a larger programme of educational and cultural co-operation between two or more countries, the inclusion of a textbook clause in a multi-partite cultural accord may be more appropriate than the creation of a short accord specifically limited to textbooks. Thus general educational and cultural accords may sometimes provide the advantage of complementing international textbook improvement with such closely allied activities as the exchange of students and teachers, the exchange of education publications and books, the exchange of new teaching procedures and new teaching materials, and the exchange of the most recent scientific data.

7. Perhaps the most important conclusion that can be derived from examining the above agreements is that continuous effort must be applied to the execution of textbook accord provisions. All too often in the past textbook agreements have failed to be translated into action, not because of bad faith on the part of the signatory governments, but because of the loss of public and government interest both through a premature sense of accomplishment and through preoccupation with newer and more dramatic issues. These dangers would be lessened if the fact were always kept in mind that the value of the best-conceived agreement is directly proportional to the amount of effort effectively expended in executing its provisions.

#### MODEL BILATERAL TEXTBOOK ACCORDS

It has been remarked above that the drafting of an international agreement is fraught with difficulties arising from the diversity of national institutions, preferences, and traditions. An example of this may be found in the fact that the type of intellectual agreement suitable for countries with centralized systems of government may be far from satisfactory for countries with federalized or decentralized administrative systems. Such difficulties were brought to

light in 1934 when the International Institute of Intellectual Co-operation undertook the drafting of a Model Bilateral Accord for the revision of history textbooks. This document was to be put at the disposal of governments which might be interested in following the example set by Brazil and Argentina the year before. The initial draft of the Model Bilateral Accord was sent by the Institute of Intellectual Co-operation to historians and jurists in various countries for criticism. The draft, with the specific changes suggested by the experts, is given below:

The Governments of ... and ... inspired by the desire to strengthen and develop the ties of friendship by which they are linked, and convinced that such friendship will be strengthened if the forthcoming generations in each country are afforded opportunities of acquiring a better knowledge of the history of the other, have resolved to conclude an agreement for the purpose of removing or at least attenuating the differences which may result from the interpretation<sup>1</sup> given to certain historical events in textbooks in use in the schools of their country, and have, for this purpose designated as plenipotentiaries ..., who, after exchanging their full powers which have been found in good and due form, have agreed as follows:

*Article 1.* The Governments of ... and ... undertake to have the texts adopted for teaching history in their respective countries examined by the authorities competent to choose<sup>2</sup> school textbooks, for the purpose<sup>3</sup> of deleting passages which might provoke unfriendly feelings among young people<sup>4</sup> towards the other contracting country.

*Article 2.* The Governments of ... and ... shall provide for the periodical examination and revision of school textbooks, so as to ensure that they shall take the most recent scientific data into account and shall contain the most accurate<sup>5</sup> information regarding the other contracting country.

Changes suggested by the experts to whom the draft was submitted for examination:

1. "Presentation" (M. Grunebaum-Ballin of France).
2. "Empowered to select" (M. Grunebaum-Ballin of France).
3. "In order not to make use of textbooks containing passages drafted without proper regard to scientific objectivity, which might" (M. Gascon y Marin of Spain).

Suggested changes by the experts:

4. Substitute a more accurate expression (MM. Hanson of Norway and Srbik of Austria).
5. « The most objective » (M. Gascon y Marin of Spain).



*Article 3.* The Governments of ... and ... shall issue instructions to the teaching profession recommending it to:

- (a) devote as much time and attention as possible to teaching the history of the other contracting country;
- (b) strive to delete from school history books any hostile or unfriendly comments affecting the other contracting country;
- (c) emphasize, in the history<sup>1</sup> of other contracting country, the facts which would tend to facilitate<sup>2</sup> a good understanding and co-operation between the two countries.<sup>3</sup>

*Article 4.* In order to realize the aims of this Agreement, the Committees of Intellectual Co-operation in the two countries<sup>4</sup> shall set up a joint committee consisting of<sup>5, 6</sup> members of the teaching profession and historians. The functions of the Committee shall be to decide questions arising out of the application of this Agreement, in accordance with the methods usually accepted by the contracting parties, and, in particular, in conformity the rules of procedure laid down in the Casares Resolution, adopted and recommended at various times since 1925 by the International Committee on Intellectual Cooperation and successive Assemblies of the League of Nations.

*Article 5.* The present agreement shall be ratified as soon as possible and ratifications exchanged at ... on the understanding that it shall remain in force for an indefinite period until it has been denounced by one of the contracting parties, subject to six months' previous notice.

*Article 6.* In virtue of which the Plenipotentiaries designated above have signed this agreement in duplicate in the ... and ... languages, and have affixed their seals at ...

Apart from the resulting criticism of specific provisions of the above agreement, there was considerable dissatisfaction with the document as a whole. One British expert pointed out that the accord was not at all suitable for Great Britain, where local authorities have complete freedom in the choice of textbooks. Several

- 1. "In the textbooks" (M. Grunebaum-Ballin of France).
  - 2. "The features which have favoured and would tend to further" (M. Gascon y Marin of Spain).
  - 3. "Delete this paragraph" (M. Nabholz of Switzerland).
  - 4. Or "any other competent body acting under the Government" (M. Borel).
  - 5. "Shall establish committees consisting of" (M. Susta of Czechoslovakia).
  - 6. Add the word "mainly" (M. Grunebaum-Ballin of France).
- 4327, pp. 400-1.

French experts were of the opinion that the accord would meet with vigorous opposition in France, where both the teaching of history and the editing of history textbooks are free from government control. Furthermore, it was felt by these experts that any government intervention in the choice of textbooks would be most undesirable — particularly in view of the fact that any requests by the International Commission on Intellectual Co-operation would probably be voluntarily acceded to by French teachers. A Swiss expert expressed the view that his country would be unable to become a party to such an accord because the federal type of government in Switzerland leaves such matters to the Cantons. Finally, several members of the Executive Committee of the International Institute of Intellectual Co-operation expressed additional doubts as to the possible application of such an agreement. In view of such widespread criticism, the International Committee on Intellectual Co-operation requested the Institute to shelve the model accord in favour of a declaration phrased in much more general terms. This declaration (which is given in its entirety earlier in this report) supplanted the model accord, and was finally approved by the League of Nations.

The failure of the Model Accord to gain general support clearly indicated the impossibility of drawing up an effective bilateral textbook revision treaty acceptable to nations with radically different educational systems. Nations like Switzerland and the United States avoided entering into such agreements because of constitutional considerations stemming from their federal systems of government. Other nations, such as Great Britain and France were, for different reasons, equally reluctant to undertake textbook treaty commitments. Yet, in these countries the problem of textbook revision has been approached successfully from other directions. Looking back, it now appears that the rejection of the Institute of Intellectual Co-operation's Model Bilateral Accord was an inevitable result of the attempt to provide a contractual instrument appropriate for all States rather than for just those nations with centralized educational systems. Bilateral textbook revision treaties, like other instruments of international co-operation, have definite limitations; and it should be recognized that they are primarily adapted to use by States in which the selection of schoolbooks is controlled by the national government.

At the time the Institute of Intellectual Co-operation's Model Accord was drawn up, there were only two international textbook



revision conventions which could be used as guides : the Brazil-Argentine Accord of 1933 and the Convention on the Teaching of History of the Seventh International Conference of American States at Montevideo (1933). During the next ten years, as has been seen above, one more multilateral convention was adopted by the Latin American States; and a considerable number of bilateral treaties dealing wholly or partially with textbook revision also went into effect. Consequently, it is now possible in drafting such treaties to study the provisions of at least fourteen such agreements.

On the basis of the textbook agreements examined in this study, a sample bilateral accord is presented below. It has been drafted in the belief that it would be of interest to governments contemplating similar accords of their own. Although it incorporates many of the conclusions and recommendations appearing earlier in this report, it is not presented as an ideal which need be rigorously followed by all nations seeking to institute such agreements. Too rigid adherence to any closely predetermined pattern would sacrifice essential allowances in the text for the particular institutions and interests of individual signatories. For this reason, it is not possible to phrase a single model textbook agreement with sufficient flexibility to accomodate the variations among all countries interested in adopting textbook accords. The object, then, of a sample treaty like the following must be to stimulate interest, to offer constructive suggestions, and to present new combinations of useful provisions from past agreements:

With a view to implementing the fundamental aims of the United Nations and the United Nations Educational, Scientific and Cultural Organization, the Governments of ... and ..., each believing that an accurate knowledge of the other country is one of the most important factors for the further development of mutually friendly relations, and recognizing the importance and desirability of maintaining and strengthening common bonds of friendship and understanding, have resolved to conclude a Convention for the Revision and Improvement of School Textbooks, and have for that purpose designated as Plenipotentiaries ...

Who, after having deposited their full powers, found to be in good and due form, have agreed as follows :

*Article 1.* The Governments of ... and ... undertake to improve their respective History and Geography textbooks, as well as other textbooks bearing upon the relations between the two countries, by revising and correcting biased

or untrue statements affecting the other country, by rectifying omissions which tend to distort the truth concerning it, and by ensuring that new textbooks provide, wherever relevant, an accurate and up to date treatment of political, economic, and cultural developments tending to strengthen friendly relations between the two nations.

*Article 2.* To ensure the fulfilment of the above-mentioned provisions of this Accord, each of the two High Contracting Parties agrees to establish a committee composed in part of members of the teaching profession, such committee to function in close relationship with the respective National Commission of the United Nations Educational, Scientific and Cultural Organization, or with other appropriate body, and to concern itself with the application of this Accord within its respective country. Wherever practicable, each of the two committees shall enlist the co-operation, in a consultative capacity, of qualified educational experts of the other country.

*Article 3.* The above-mentioned committees shall be authorized to examine textbooks in use as well as textbooks which are being considered for future adoption, in their respective countries, with a view to recommending to the appropriate departments of their respective governments such action as shall be necessary to the realization of the aims of this Accord.

*Article 4.* It is agreed that the afore-mentioned committees for the improvement of textbooks shall begin their functions within six months of the exchange of ratifications of this accord. The High Contracting Parties shall accord all facilities to their respective committees for the accomplishment of their tasks. It is further agreed that the two committees shall, at least once a year, exchange reports of their activities and recommendations, copies of such reports to be forwarded promptly to the Secretariat of the United Nations Educational, Scientific and Cultural Organization.

*Article 5.* The present Accord shall be ratified by the High Contracting Parties and the instruments of ratification shall be exchanged at ... as soon as possible. It shall remain in force for an indeterminate period until denounced by one of the Contracting Parties at six months' notice.

In faith whereof the Plenipotentiaries designated above have signed the present Accord in duplicate in the ... and ... languages, and have affixed their seals thereto at ... the ... th day of ... one thousand nine hundred and ...



PART III

RECOMMENDATIONS

## RECOMMENDATIONS FOR ACTION

PREVIOUS chapters of this handbook have presented a summary of both past and present efforts to improve textbooks and teaching materials as aids to international understanding; they have also suggested some procedures for the use of groups and individuals interested in the problem. The significance of this information, however, lies in its relevance to a programme of *action*. An attempt therefore has been made in the present chapter to suggest a wide range of practical activities in the hope that many interested individuals and groups will be able to find projects appropriate to their particular capabilities.

The activities recommended are as follows :

1. *The establishment of national clearing houses of information for the improvement of textbooks.* Unesco National Commissions or other appropriate bodies could make an effective contribution to the improvement of textbooks and teaching materials by setting up national clearing houses of information. These clearing houses would contain studies on the improvement of textbooks, samples of textbooks used within a country and in other countries, and other materials of value to those working on textbook improvement. The staff of the clearing house could serve as a national co-ordinating agency in textbook improvement.

2. *The preparation of bibliographies and other lists of materials.* One problem in improving textbooks is to locate the material available in different countries. Bibliographies and other lists of such material would be useful to textbook authors, editors, teachers, and others. The following list may be prepared by either individuals or groups:

- (a) Bibliographies of the textbooks used in each country, with an indication of the grades and age levels for which each textbook is intended;

- (b) Bibliographies of the books best calculated to inform the people of other countries of the history, civilization and



present condition of each nation; scholarly works in such fields as history, geography, political science and contemporary affairs; popular interpretations; novels, essays, plays, poems and the like;

(c) Bibliographies of biographies which best describe the lives of outstanding men and women of each nation, with special reference to those who have made outstanding contributions to world well-being co-operation;

(d) Bibliographies of children's books which best describe the life of each country;

(e) Lists of great works of art representing the culture of each nation;

(f) Lists of recordings of musical works expressing their musical traditions;

(g) Lists of motion pictures which best depict their ways of living, history, geography and culture;

(h) Lists of research projects on the improvement of textbooks and teaching materials needed in each country.

Such bibliographies and lists should be published in journals of wide circulation and made available to textbook authors, editors, and teachers. Copies should also be transmitted to Unesco for international distribution.

3. *The preparation of source books.* It would be helpful to textbook authors, editors and teachers to have collections of source materials in various fields compiled and published in widely used languages. The following suggested compilations could be produced by either individuals or groups. Some that would be useful are:

(a) Collections of model passages from scholarly works and textbooks which provide objective treatment of disputed questions in national and world history and in contemporary affairs. Such a collection is desirable for each nation. It would also be helpful to have collections of model passages from different countries accompanied by extracts from diaries, memoirs, letters, etc., showing the treatment of disputed questions from different points of view. Collections of model passages would be of use to textbook authors, teachers, and to those engaged in textbook analysis projects. For example, an effective procedure for textbook authors writing about disputed questions between two countries

would be to quote passages from the textbooks and other documentary sources of each nation and to explain the underlying psychological reasons for differences in point of view. This has already been done by Messrs. A. Malet and J. Isaac in France.

(b) Anthologies of the great literature of each nation most suitable for developing international understanding.

(c) Collections of basic documents on the history and culture of each nation that would be helpful to textbook writers of other nations.

(d) Collections of children's stories that would help to build international understanding.

(e) Collections of accurate, representative, and up to date visual materials for each country that could be given world-wide distribution for the use of textbook authors and publishers.

(f) Translations of a few selected textbooks in history, geography, and civics to be used as reference books in the schools of other nations.

(g) A model collection of historical narratives and bibliographies selected from the works of the best historians and biographers.

4. *The preparation of new materials.* Many new materials are needed for use in the improvement of textbooks:

(a) Summaries and outlines of each country's history, geography, and civics textbooks, for the use of textbook authors in other nations. Materials of this kind have already been prepared in Norway.

(b) Summaries and outlines for textbooks in world history, geography, and the treatment of international affairs.

(c) Monographs demonstrating the objective treatment of disputed questions in history and international relations. Two monographs on disputed questions in Scandinavian history have been prepared by the Norden Association.

(d) A book on world history in which a leading historian from each country would summarize the contributions of his nation to world civilization and well-being and the benefits received by it from other nations. A book of this kind would be useful both to textbook authors and teachers.

(e) Sample textbooks. Scholars from different nations



might collaborate in the writing of sample world history textbooks, or individual authors might write world histories and geographies based on outlines prepared by international committees. There is a need for national history, geography, and civics textbooks prepared from the world point of view and given international circulation. (A sample national history textbook of this type is now being prepared in France). Scholars from neighbouring nations might collaborate in writing regional histories and geographies from an international point of view. Prizes might be offered by interested individuals and groups for outstanding textbooks. It should be frankly admitted that international collaboration in the writing of textbooks has met with only limited success; but past failures do not mean that the idea is not feasible or that it cannot succeed in the future.

(f) Picture albums of world history and geography. Such albums would be of use to both authors and teachers.

(g) A world atlas prepared by an international committee of geographers.

(h) Motion pictures which accurately present the history, geography, and ways of living of various nations.

(i) Recordings of music, of readings from literature, of dramatic presentations, and of speeches by leading personalities, for world distribution. A set of such recordings might be prepared for each nation.

(j) Handbooks and manuals for writers of textbooks. Manuals of this kind might be prepared for authors of history, geography, civics, reading, and other textbooks. A manual for authors of world history, for example, might contain criteria for appraising world history textbooks, a list of disputed historical questions, a collection of model passages, sample illustrative materials and learning exercises, bibliographies and other lists of materials, etc.

(k) Each country could prepare a summary and appraisal of national efforts to improve textbooks and teaching materials such as the summary prepared in the United States. Such summaries would be useful for textbook authors, teachers, educational officials, and to the staffs of new textbook analysis projects by helping to build present efforts on past experience.

5. *Projects in textbook analysis.* As has been indicated earlier in this handbook, textbook analysis has been one of the most common methods used to secure improvement in textbooks. The Model Plan included in Chapter VII provides suggestions for selecting and conducting analysis projects.

6. *The distribution of the results of efforts to improve textbooks and teaching materials.* More effective techniques are needed to distribute the results of textbook analysis projects to textbook authors, publishers, teachers, educational officials and public leaders. For example:

(a) Making the reports of textbook analysis projects more readable and attractive.

(b) Supplying information to newspapers, periodicals, and radio stations.

(c) Writing articles for professional journals and for periodicals with mass circulation.

(d) Establishing special departments in professional journals which would (1) list and review new textbooks and teaching materials as they appear; (2) provide information on the adoption of textbooks, changes in programmes of study, and action by private organizations and governments; (3) present articles on the results of textbooks studies and other important research findings; (4) give lists of materials useful to textbook authors, etc. Many professional journals now provide materials of this type, but it would be helpful if such material were presented more systematically.

(e) The holding of conferences, study groups, seminars and the like where textbook authors, editors, teachers, educational officials and public leaders could meet and work together on the improvement of textbooks. Colleges and universities could sponsor and organize meetings of this kind.

7. *The revision and improvement of programmes of study.* Textbooks and teaching materials are largely based on programmes of study, hence, in the long run, the former cannot be greatly improved without changes in the latter. Official programmes of study should be analysed and revised, where needed, so as to lay more emphasis on such subjects as :

(a) The history and culture of other nations

(b) International relations — civics taught from the world point of view



- (c) World history and geography
- (d) World literature, art, and music
- (e) Efforts to achieve peace and human well-being, with special reference to the United Nations and its Specialized Agencies.

8. *Teacher education and teacher exchanges.* In the education of teachers there should be more emphasis on international understanding and on the improvement of textbooks. Teachers need to be given more opportunities to study world history, geography, and civilization. Such opportunities should not be confined to classroom courses, important as they are, but should include planned travel and work in other countries — teacher exchanges between nations need to be greatly extended. As teachers learn about the ways of living in other countries and international relations, they will be more aware of the inaccuracies and prejudices in textbooks and better able to work for improvements, while at the same time not depending too heavily on the textbook in classroom teaching. The question of the improvement of textbooks should be included in both the pre-service and in-service education of teachers, who should themselves participate in the analysis and improvement of textbooks.

9. *Action by individual teachers.* Teachers play a paramount rôle in the classroom, and can do much to counteract the influence of biased textbooks and to contribute to their improvement. Among the things that can be done by teachers individually are to :

- (a) Keep themselves informed about the results of textbook analysis and improvement;
- (b) Draw up programmes of study which include matter contributing to international understanding (wherever the individual teacher possesses the necessary qualifications and authority);
- (c) Include "The furtherance of international understanding" as one of criteria for selecting textbooks (again where the individual teacher is qualified to do so);
- (d) Use a variety of materials in the classroom in order to have various points of view presented on controversial issues;
- (e) Teach students to think critically, and to appraise the quality and accuracy of the textbooks they use;
- (f) Participate in textbook analysis projects;

(g) Call the attention of authors and publishers to any inadequacies observed in textbooks.

10. *Action by authors and publishers.* The co-operation of authors and publishers is of primary importance in textbook improvement. Some of the things they can do to this end are:

(a) Make use of all pertinent textbook analysis studies and other research.

(b) Have textbooks checked by scholars in order to appraise the treatment of controversial issues. Where matter concerning other countries is involved, it would be desirable to invite scholars in those countries to check the manuscript.

(c) Co-operate with committees established to examine textbook manuscripts, where such committees exist.

(d) Include in textbooks dealing with controversial questions quotations from authorities of all the nations involved.

(e) Include adequate information on other nations and groups, and on the agencies of international co-operation, with special reference to the United Nations and its Specialized Agencies.

(f) Use principles and criteria such as those suggested in the Model Plan (Chapter VII) to help in the preparation and appraisal of textbook manuscripts.

(g) Co-operate with other individuals and groups both nationally and internationally in the improvement of textbooks as aids to international understanding.

11. *Action by Colleges and Universities.* In addition to education teachers through regular training courses, colleges and universities can make other contributions to the improvement of textbooks and teaching materials :

(a) Contribute to the revision of school programmes of study so that they will include subjects important for international understanding;

(b) Consider education for international understanding in establishing entrance examinations and requirements;

(c) Encourage graduate research that will contribute to the improvement of textbooks;

(d) Build up library collections of materials of importance in textbook improvement;

(e) Organize conferences and seminars on textbook improvement;



(f) Include material on textbook improvement in college and university courses where feasible.

12. *Action by educational organizations.* Teachers and other members of the educational profession can, as has been shown above, contribute individually to the improvement of textbooks; they can be even more effective working collectively through their organizations. Some of the things that have been, or can be, done by educational organizations operating both nationally and internationally are to :

(a) Sponsor and participate in textbook analysis projects to identify undesirable books;

(b) Urge the improvement of textbooks and, if necessary, bring organized pressure to bear against highly undesirable books;

(c) Develop procedures and techniques for counteracting unfair materials in the classroom;

(d) Protect the academic freedom of the individual teacher so that controversial issues can be considered objectively in the classroom;

(e) Urge curriculum revision in order to include matter necessary for the development of international understanding;

(f) Sponsor the preparation of sample materials of a pioneering nature;

(g) Use official journals, meetings, and conferences as a means of disseminating information about the improvement of textbooks;

(h) Work with international organizations to develop co-operation between educators of different nations in considering disputed problems and in improving textbooks.

13. *Action by organizations of scholars.* Organizations of scholars in such fields as history, geography, political science and the like have made effective contributions to the improvement of textbooks. This has been particularly true in the field of history. Some of the things that have, or can be, done by national and international organizations of scholars are to :

(a) Sponsor and participate in textbook analysis projects.

(b) Sponsor and participate in the preparation of desirable textbooks and teaching materials.

(c) Establish co-operation with scholars in other nations on a bilateral, regional, or world-wide basis.

(d) Prepare and publish, on a co-operative basis, monographs of disputed questions in the historical relations between nations.

(e) Indicate where research is needed to provide objective content for textbooks; stimulate such research and the publication and distribution of the findings.

(f) Organize national, bilateral, regional and world conferences for the improvement of textbook content.

(g) Give organized support to academic freedom in the classroom and to the use of objective textbooks.

(h) Give organized support to the inclusion of world history, geography, and civics, as well as world literature, art and music, in official programmes of study.

(i) Establish national and international committees to examine textbook manuscripts on request.

14. *Action by non-professional organizations.* In many nations the contents of textbooks and of courses of study rests ultimately on public opinion; hence it is important that public opinion be well-informed if textbooks are to be improved. Lay organizations of all kinds can make valuable contributions :

(a) Sponsor and participate in textbook analysis projects.

(b) Give organized support to the use of objective textbooks and to the protection of academic freedom.

(c) Use meetings, conferences, and the media of mass communication to inform the general public of the importance of education for international understanding and the part played by textbooks in such education.

15. *Action by private international organizations.* Part I of this handbook includes descriptions of a number of international activities for the improvement of textbooks and teaching materials carried on by non-governmental groups. International non-governmental projects that have been or could be undertaken include:

(a) The establishment of joint committees by neighbouring nations to improve textbooks and contribute to mutual understanding (for example : Canada-United States Committee on Education).

The establishment by regional non-governmental organizations of a joint committee on textbook improvement with sub-committees of experts in each nation covered by the



organization. These sub-committees could examine textbook manuscripts of neighbouring nations on request. This technique has, as already noted, been employed successfully by the Norden Association in Scandinavia.

(c) The establishment of an international commission of scholars and educators to examine textbooks on request and to give them the stamp of approval if they meet certain standards.

(d) The holding of international conferences on the improvement of textbooks.

(e) The arrangement of meetings of scholars of two or more nations to discuss mutual historical problems and other issues affecting textbook improvement. (Examples : the meeting of French and German historians in 1935 and the meetings at Speyer, French Zone, Germany, in 1948 and 1949).

(f) The establishment of international journals in such fields as the teaching of geography and history, with sections on the improvement of textbooks.

(g) The sponsoring of model textbook and other materials helpful in textbook improvement at the international level.

16. *Action by educational authorities and governments.* The rôle of educational authorities and government officials depends upon the degree of official control exercised over the making and selection of textbooks and the writing of programmes of study. Even in the most decentralized educational system the rôle of school administrators, members of legislatures, and other government officials is of considerable importance. Some of the things that educational authorities and governments can do are to :

(a) Sponsor and finance textbook analysis projects.

(b) Modify official programmes of study so as to include the necessary content for developing international understanding.

(c) Protect the freedom and integrity of the teacher.

(d) Facilitate opportunities for teachers and scholars of one nation to work with those of other nations.

(e) In selecting textbooks bear in mind those criteria which contribute to the development of international understanding.

(f) Co-operate with government groups — as, for example, the governments of the Scandinavian nations have worked with the Norden Association — in the improvement of textbooks.

17. *Official action through international bilateral and multilateral agreements.* Different countries must approach the problem of textbook improvement on lines conforming with their individual traditions. Consequently international textbook accords, like most other means of attacking the problem, are not always applicable in all countries. But the fact that such accords are not instruments for universal application does not mean that they are not valuable when employed by those countries where textbooks are selected by national authorities. In fact a number of such treaties, signed in Latin America and Europe during the past fifteen years, demonstrate that agreements of this type are thoroughly acceptable and useful once the practical limitations to their scope are recognized. With these considerations in mind, it is recommended that governments:

(a) Enter into textbook agreements with other countries where such action is in harmony with the organization of their systems of education. Among governments undertaking the selection of textbooks, such agreements may take the form either of a bilateral or a multilateral textbook accord or of a textbook provision included within a general cultural accord.

(b) Take steps to enlist the support of educators and other interested groups before concluding plans for international textbook accords. Such initial preparation may preclude the kind of misunderstanding which hinders the successful execution of agreements.

(c) Provide for the extension of the accords to include additional countries. Where the form of the accord to be adopted is multilateral, this can be done by simply including a clause providing for the accession of additional countries, subject to the approval of existing signatories. Where bilateral accords are preferred, the number of parties in agreement can be extended through an expanding series of overlapping bilateral agreements.

(d) Make use of existing organizations where these are competent to aid in the execution of treaty provisions. Na-



tional Commissions for Unesco and other organizations with experience in the field of education should be employed wherever possible. Care should be taken not to establish new bodies where existing organizations or institutions are able to do the work.

(e) Provide in accords not only for the removal or correction of harmful and misleading material, but for the inclusion in new textbooks or significant, interesting, and up to date material, with due attention to political, economic, and cultural developments tending to strengthen friendly relations between the signatory nations.

(f) Employ textbook agreements as part of a well-rounded programme for the improvement of textbooks. Since international accords are only one of many effective procedures for improving textbooks as aids to international understanding, the use of such accords should never preclude the employment of other means.

(g) Exercise care and persistence in executing textbook accord provisions. In the past, textbook treaty provisions have sometimes failed to be translated into effective results, not because of bad faith on the part of the signatory governments, but because of the loss of public and governmental interest, both through a premature sense of accomplishment and through pre-occupation with more dramatic problems. These dangers would be lessened if it were always kept in mind that the value of the best-conceived agreement is directly proportional to the amount of effective effort expended in executing its provisions.

18. *Action by Unesco.* The programme activities of Unesco directed toward the improvement of textbooks and teaching materials as aids to international understanding have been described in Chapter VI of this handbook. Among the more important things that Unesco has done or proposes to do are to :

(a) Serve as an international clearing house for the collection and dissemination of information on the improvement of textbooks and teaching materials. Unesco invites the assistance of individuals and groups throughout the world who are able to furnish the Secretariat with information concerning all textbook improvement activities.

(b) Prepare materials helpful in the analysis and improvement of textbooks (for example, the Model Plan, and the bibliography included in this handbook).

(c) Invite Member States to study their own textbooks. (Example : the Study of the Treatment of the Agencies of International Co-operation since 1918).

(d) Conduct studies in fields of particular significance (example : the Study of Bilateral and Multilateral Textbook Accords).

(e) Hold international meetings, conferences and seminars on the improvement of textbooks (for example: the seminar on the revision of textbooks, to be held in the summer of 1950).

(f) Prepare or sponsor the preparation of materials as examples for use in textbook improvement (example : the sample history textbook being prepared in France).

(g) Prepare aids for authors and publishers of textbooks (examples : the manuals for authors of geography and history textbooks that are proposed for publication in 1950).

(h) Help individuals and groups working on the improvement of textbooks and teaching materials within the limits of available staff time.

(i) Encourage and assist bilateral and regional activities, both governmental and non-governmental.

(j) Report to the Unesco General Conference "instances of textbook usage inimical to peace among nations".

The recommendations for action listed above offer a constructive approach to textbook improvement. The revision of existing textbooks is important, but the long-term task to provide new and better textbooks and teaching materials which will be true aids to international understanding, co-operation, and peace. Considerable progress has already been made, but much still needs to be done. The Secretariat of Unesco hopes that this handbook will be of assistance to those who devote themselves to "building the defences of peace in the minds of men".



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## CASARES RESOLUTIONS

## I. CASARES RESOLUTION OF 1926

## THE COMMITTEE ON INTELLECTUAL CO-OPERATION,

CONSIDERING that one of the most effective methods of bringing about the intellectual rapprochement of peoples would be to delete or modify passages in school textbooks of a nature to convey to the young wrong impressions leading to an essential misunderstanding of other countries:

BEING CONVINCED that it will be unable to postpone for long the consideration of this problem, which has been brought before it since its creation in the form of suggestions both from its own members and from outside, and realizing at the same time the difficulties which would attend any attempt to undertake an enterprise of this kind on a large scale;

REQUESTS the co-operation of the National Committees in trying, on a limited scale in the first instance, the following procedure, whose extreme elasticity seems of a nature to obviate any risk of wounding national susceptibilities:

(a) When a National Committee thinks it desirable that a foreign text concerning its country and intended for use in schools should be amended for the reason indicated in the present resolution, it shall make a request to this effect to the National Committee of the country where the text is in use, at the same time submitting, if necessary, a draft emendation on the desired lines, together with a brief statement of the reasons;

(b) National Committees, on receiving a request of this kind, shall decide in the first instance whether the request should be accepted and shall then determine what representations of a friendly and private nature, if any, should be made to the authors or publishers with a view of the proposed emendation. If these representations are successful, the Committee shall notify the National Committee making the application and the International

Committee; if not, it shall not be obliged to give any explanation either of the reasons for its failure or of its own refusal to take action;

(c) Requests for emendation shall refer exclusively to questions of definitely established fact regarding the geography or civilization of a country, its material conditions of life, natural resources, customs of the inhabitants, scientific, artistic and economic development, contribution to international culture and the welfare of humanity, etc.

It is strictly forbidden to make or accept applications for emendations referring to personal views of a moral, political or religious order;

(d) All the National Committees will at the same time be requested to specify the publications most suitable for giving foreigners a knowledge of the history, civilization and present position of their country.

## II. AMENDED CASARES RESOLUTION OF 1932

### I

THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION,

NOTING a proposal submitted by the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations, agrees with the Sub-Committee that the proposal of M. CASARÈS indicates a procedure for the revision of school textbooks which might forthwith be followed more specifically and extensively. (Document A. 24, 1925, XII, p. 6, IV).

On the basis of this text, the International Committee once more appeals to the good offices of the National Committees, which have already been so often accorded, and proposes the following method:

(a) The National Committee's field of survey should include not only history textbooks, but textbooks on the history of civilization, on geography, on civics and morals, ethnographical maps, and anthologies and readers used both in public and in private education.

(b) Whenever a National Committee has to request the correction of errors of fact or the rectification of opinions revealing a spirit of animosity towards foreign nations, or of comments such as intentionally place a nation in an unfavourable light, it shall apply direct to the National Committee of the country in



which the work in question is in use. Every request shall be accompanied by textual quotations.

(c) National Committees should invariably reply to all requests for correction even when they do not deem it advisable to take action.

(d) National Committees are requested to be good enough to forward a copy of all such requests, and the replies thereto, to the International Institute of Intellectual Co-operation.

(e) The International Committee on Intellectual Co-operation is prepared, whenever two National Committees fail to agree, to place itself at their disposal as mediator, with a view to arriving at a friendly solution.

(f) The International Committee on Intellectual Co-operation shall request the National Committees to communicate to it a list of the textbooks most generally employed in their respective countries. National Committees should also at the same time specify the methods followed in their country for the selection of schoolbooks.

(g) The National Committees of each country are also requested to bring to the notice of the International Committee any textbooks in use in other countries which merit, in their opinion, special commendation. The Committee, if it deems it advisable, may also bring them to the notice of the other National Committees.

## II

### THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION

Is of the opinion that the League of Nations should recommend to the Governments that they assure themselves that the textbooks in use in their country contain no passages prejudicial to mutual understanding between nations.

Without wishing to intervene in any manner whatsoever in questions concerning teaching within the different countries, it considers itself justified in recommending the following measures, among which a choice may be made:

(a) In countries where the choice of school textbooks is a matter for decision by the Government, the latter shall entrust a committee or official organization with the duty of ensuring that none but schoolbooks containing no passages of a nature to prejudice international goodwill shall be used;

(b) In countries where the choice of school textbooks does not concern the Government, this choice shall be entrusted to groups of teachers, under the responsibility of the school authorities.

The Committee is further of the opinion that educational museums and national centres of educational documentation should possess collections of instructional textbooks compatible with the lofty spirit in which educators should conceive their duties.

### III

#### THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION,

AFTER TAKING cognizance of the results obtained by the collaboration of regional groups such as the Scandinavian association "Norden", or of national branches of the major international associations, such as the International Federation of Teachers' Associations, to mention but two examples, is of the opinion that:

The National branches of the major international associations concerned with educational questions should be invited to place themselves directly in touch one with the other with a view to obtaining the revision of school textbooks which are not inspired by a spirit of mutual understanding, and thus exercise an immediate influence on the manner in which the history of their respective nations is treated.

### IV

#### THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION

EXAMINED the proposal formulated in 1930 by the Sub-Committee of Experts for the Instruction of Youth in the Aims of the League of Nations that, with the consent of the Governments, an inquiry should be undertaken regarding school textbooks used for instruction in history and geography, ethnographical maps, school textbooks used for instruction in civics and morals, the history of civilization, anthologies and readers used in the various countries.

NOTING that various investigations in this connexion are proceeding or contemplated and that, moreover, the International Institute of Intellectual Co-operation had already approached the Governments regarding the drawing up of a documentary report which it submitted to the Committee:



## THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION

RECOMMENDS that, pending the receipt of information on the results of the unofficial action at present being taken or contemplated, the International Institute should continue to collect documentary material concerning this question for communication to the different Governments.

### V

## THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION,

DESIRING to call attention to the importance attaching to the teaching of history in connexion with the training of rising generations in a spirit of peace and goodwill,

DECIDES to examine the means of promoting, in the different countries, the compilation of textbooks as well as historical and literary readers conceived in this spirit and, while scientifically accurate, of a nature to further international understanding.

### VI

## THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION,

CONSIDERING that a more comprehensive solution of the problem of the revision of school textbooks necessitates a technical study of the psychological influence exercised by these textbooks on the minds of the pupils,

EXPRESSES the wish that this study be undertaken and the results brought to the notice of educators.

### VII

## THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION

Is of the opinion that it would be an advantage to constitute a collection of the school textbooks envisaged in the present report and most generally used in the different countries and, for this purpose, to obtain the collaboration of competent bodies, such as the Committee for the Teaching of History of the International Committee of Historical Sciences. These organizations might, in their respective countries, see that this collection is constituted and kept up to date and place it at the disposal of the International Committee on Intellectual Co-operation.

I. CONVENTION BETWEEN THE ARGENTINE REPUBLIC AND THE UNITED STATES OF BRAZIL FOR THE REVISION OF HISTORY AND GEOGRAPHY TEXTBOOKS. SIGNED AT RIO DE JANEIRO, OCTOBER 10, 1933.<sup>1</sup>

THE REPUBLIC OF THE UNITED STATES OF BRAZIL AND THE ARGENTINE REPUBLIC,

DESIROUS of strengthening still further the friendly relations existing between them, convinced that this friendship will become even closer if the coming generations acquire an accurate knowledge of the geography and the history of their respective countries from textbooks freed from controversial matter inherited from the times when the foundations of their nationality had not yet been firmly established, acting on the recommendation adopted by the first National History Congress which met at Montevideo in 1928, and taking advantage of the opportunity afforded by the presence in Brazil of His Excellency General Agustin P. Justo, President of the Argentine Nation, have resolved to conclude a Convention for the Revision of History and Geography Textbooks, and for this purpose have appointed as their Plenipotentiaries:

The Head of the Provisional Government of the Republic of the United States of Brazil:

Dr. Afranio de Mello Franco, Minister of State for Foreign Affairs;

The President of the Argentine Nation:

Dr. Carlos Saavedra Lamas, Minister for Foreign and Ecclesiastical Affairs;

Who, having exchanged their full powers, found in good and due form, have agreed as follows:

1. Brazil-Mexico (identical treaty) signed 28 Dec., 1933. Ratified 3 Dec., 1937. League of Nations, Treaty Series, Vol. CLXXXVI, 1938, no. 4301-4327, 400-1 p.



*Article 1.* The Government of the Republic of the United States of Brazil and the Government of the Argentine Republic shall arrange for the textbooks used for the teaching of national history in their respective countries to be revised, and for all passages likely to arouse hostility in youthful minds against any American nation to be deleted.

*Article 2.* The Government of the Republic of the United States of Brazil and the Government of the Argentine Republic shall arrange for geography textbooks to be periodically revised, so as to bring them into line with the most recent statistics and to give an approximate idea of the wealth and productive capacity of the American States.

*Article 3.* The present Convention shall be ratified as soon as possible and the ratifications shall be exchanged at Buenos Aires. It shall remain in force an indefinite period until it is denounced by one of the Contracting Parties on giving six months' notice.

*Article 4.* Any American State which desires to do so may accede to the present Convention on giving notice to the Ministry of Foreign Affairs of the Republic of the United States of Brazil. Each accession shall take effect only after it has been agreed to by the Governments of the Argentine Republic and of such other States as may be Parties to the Agreement at the time.

In faith whereof the above-named Plenipotentiaries have signed the present Convention, in duplicate Portuguese and Spanish texts, and have thereto affixed their seals.

Done at Rio de Janeiro, the tenth day of October, one thousand nine hundred and thirty-three.<sup>1</sup>

## II. SEVENTH INTERNATIONAL CONFERENCE OF AMERICAN STATES. CONVENTION ON THE TEACHING OF HISTORY.

The Governments represented in the Seventh International Conference of American States, considering:

That it is necessary to complement the political and juridical organization of peace with the moral disarmament of peoples, by means of the revision of textbooks in use in the several countries;

That the need of effecting this corrective labour has been recognized by the Pan American Scientific Congress of Lima (1924),

1. The exchange of ratifications took place at Buenos Aires, May 21, 1934.

The National History Congress of Montevideo (1928), the Congress of History of Buenos Aires (1929), the Congress of History of Bogota (1930), The Second National History Congress of Rio de Janeiro (1931), the American University Congress of Montevideo (1931), and by the adoption of measures in this respect by several American Governments and, that the United States of Brazil, and the Argentine and Uruguayan Republics, evidencing their deep desire for international peace and understanding, have recently subscribed to agreements for the revision of their textbooks of History and Geography;

Have appointed as their Plenipotentiaries: [plenipotentiaries of Honduras, United States of America, El Salvador, Haiti, Argentina, Dominican Republic, Venezuela, Uruguay, Paraguay, Mexico, Panama, Bolivia, Guatemala, Brazil, Ecuador, Nicaragua, Colombia, Chile, Peru, Cuba].

Who, after having exchanged their full powers, which were found in good and proper form, have agreed to the following:

*Article 1.* To revise the textbooks adopted for instruction in their respective countries, with the object of eliminating from them whatever might tend to arouse in the immature mind of youth aversion to any American Country.

*Article 2.* To review periodically the textbooks adopted for instruction on the several subjects, in order to harmonize them with most recent statistical and general information so that they shall convey the most accurate data respecting the wealth and productive capacity of the American Republics.

*Article 3.* To found an "Institute for the Teaching of History" of the American Republics, to be located in Buenos Aires, and to be responsible for the co-ordination and inter-American realization of the purposes described and whose ends shall be to recommend:

(a) That each American Republic foster the teaching of the history of the others.

(b) That greater attention be given to the history of Spain, Portugal, Great Britain and France, and of any other non-American country in respect to matters of major interest to the history of America.

(c) That the nations endeavour to prevent the inclusion, in educational programs and handbooks on History, of unfriendly references to other countries or of errors that may have been dispelled by historical criticism.



(d) That the bellicose emphasis in handbooks on History be lessened and that the study of the culture of the peoples, and the universal development of civilization of each country made by foreigners and by other nations, be urged.

(e) That annoying comparisons between national and foreign historical characters, and also belittling and offensive comments regarding other countries, be deleted from textbooks.

(f) That the narration of victories over other nations shall not be used as the basis for a deprecatory estimate of the defeated people.

(g) That facts in the narration of wars and battles whose results may have been adverse, be not appraised with hatred, or distorted.

(h) That emphasis be placed upon whatever may contribute constructively to understanding and co-operation among the American countries.

In the fulfilment of the important educational functions committed to it, the "Institute for the Teaching of History" shall maintain close affiliation with the Pan American Institute of Geography and History, established as an organ of co-operation between the Geographic and Historic Institutes of the Americas, of Mexico City, and with other bodies whose ends are similar to its own.

*Article 4.* The present Convention shall not affect obligations previously entered into by the High Contracting Parties by virtue of international agreements.

*Article 5.* The present Convention shall be ratified by the High Contracting Parties in conformity with their respective constitutional procedures. The Minister of Foreign Affairs of the Republic of Uruguay shall transmit authentic certified copies to the Governments for the afore-mentioned purpose of ratification. The instrument of ratification shall be deposited in the archives of the Pan American Union in Washington, which shall notify the signatory Governments of said deposit. Such notifications shall be considered as an exchange of ratifications.

*Article 6.* The present Convention will enter into force between the High Contracting Parties in the order in which they deposit their respective ratifications.

*Article 7.* The present Convention shall remain in force indefinitely but may be denounced by means of one year's notice given

to the Pan American Union, which shall transmit it to the other signatory governments. After the expiration of this period the Convention shall cease in its effects as regards the party which denounces but shall remain in effect for the remaining High Contracting Parties.

*Article 8.* In witness whereof, the following Plenipotentiaries have signed this Convention in Spanish, English, Portuguese and French and hereunto affix their respective Seals in the city of Montevideo, Republic of Uruguay, this 26th of December, 1933.<sup>1</sup>

[Herewith follow the signatures of the plenipotentiaries from:

Honduras  
El Salvador  
Dominican Republic  
Haiti  
Argentina  
Uruguay  
Paraguay  
Mexico  
Panama

Bolivia  
Guatemala  
Brazil  
Ecuador  
Nicaragua  
Colombia  
Chile  
Peru  
Cuba]

#### STATEMENT OF THE DELEGATION OF THE UNITED STATES OF AMERICA:

The United States heartily applauds this initiative and desires to record its deep sympathy with every measure which tends to encourage the teaching of the history of the American nations, and particularly the purification of the texts of history books, correcting errors, freeing them from bias and prejudice, and eliminating matter which might tend to engender hatred between nations. The Delegation of the United States of America desires to point out, however, that the system of education in the United States, differs from that in other countries of the Americas in that it lies largely outside the sphere of activity of the Federal Government and is supported and administered by the State and Municipal authorities and by private institutions and individuals. The Conference will appreciate, therefore, the constitutional inability of this Delegation to sign the above Convention.

1. By February 1, 1949, the following had ratified: Honduras, Dominican Republic, Mexico, Panama, Guatemala, Ecuador, and Colombia.



III. PROTOCOL RELATIVE TO THE INTELLECTUAL RELATIONS BETWEEN SWEDEN AND CZECHOSLOVAKIA. SIGNED JANUARY 29, 1936.<sup>1</sup>

*Article 7.* To favour the revision of textbooks in use in the schools of the two States with the aim of ensuring exact instruction about the two countries.

IV. CONVENTION CONCERNING PEACEFUL ORIENTATION OF PUBLIC INSTRUCTION (INTER-AMERICAN CONFERENCE FOR THE MAINTENANCE OF PEACE, December 1-23, 1936).

THE GOVERNMENTS REPRESENTED IN THE INTER-AMERICAN CONFERENCE FOR THE MAINTENANCE OF PEACE,

RECOGNIZING that to reaffirm reciprocal confidence between the Nations of the Continent and to perfect the political and juridical organization of peace, it is necessary to establish a certain number of international rules for the peaceful orientation of the peoples as one of the essential aspects of the vast work of moral and material disarmament; and

TAKING INTO ACCOUNT the fact that the success of the measures taken to this end in one country depends in large part upon the application of similar measures in the others,

HAVE RESOLVED to conclude a Convention concerning this matter, and to that end have named the following Plenipotentiaries:

*(Here follow the names of the Plenipotentiaries)*

Who, after having deposited their full powers, found to be in good and due form, have agreed upon the following provisions:

*Article 1.* The High Contracting Parties agree to organize, in their public educational establishments, the teaching of the principles of pacific settlement of international disputes and the renunciation of war as an instrument of national policy, as well as the practical applications of these principles.

*Article 2.* The High Contracting Parties agree to prepare, through their administrative authorities on public education, textbooks or manuals of instruction adapted to all school grades, including the training of a teaching staff, in order to promote understanding, mutual respect, and the importance of international

1. Ratified April 14, 1937.

co-operation. Persons in charge of instruction shall teach in accordance with the principles expressed therein.

*Article 3.* The High Contracting Parties shall entrust the National Commission of Intellectual Co-operation, provided for in previous agreements in force, with the fulfilment of the provisions mentioned above, and with promoting the publicity which moving pictures, the theatre, and the radio may give to the cause of international understanding, and with the study and application of any other measures which may increase the spirit of tolerance, equity and justice between nations. Each Commission shall send annually to the respective Division of the Pan American Union at Washington, and to the International Institute of Intellectual Co-operation at Paris, a detailed report concerning the measures taken by its country in fulfillment of the present Convention.

*Article 4.* The present Convention shall not affect obligations previously entered into by the High Contracting Parties by virtue of international agreements.

*Article 5.* The present Convention shall be ratified by the High Contracting Parties in conformity with their respective constitutional procedures. The original instrument shall be deposited in the Ministry of Foreign Affairs of the Argentine Republic, which shall transmit authentic certified copies to the Governments for the aforementioned purpose of ratification. The instruments of ratification shall be deposited in the archives of the Pan American Union in Washington, which shall notify the signatory Governments of said deposit. Such notification shall be considered as an exchange of ratifications.

*Article 6.* The present Convention will come into effect between the High Contracting Parties in the order in which they deposit their respective ratifications.

*Article 7.* The present Convention shall remain in effect indefinitely, but may be denounced by means of one year's notice given to the Pan American Union, which shall transmit it to the other signatory Governments. After the expiration of this period the Convention shall cease in its effects as regards the party which denounces it, but shall remain in effect for the remaining High Contracting Parties.

*Article 8.* The present Convention shall be open for the adherence and accession of States which are not signatories. The



corresponding instruments shall be deposited in the archives of the Pan American Union, which shall communicate them to the other High Contracting Parties.

In witness whereof, the above mentioned Plenipotentiaries sign the present Convention in English, Spanish, Portuguese and French and hereunto affix their respective seals, at the City of Buenos Aires, Capital of the Argentine Republic, on the twenty-third day of the month of December, 1936.<sup>1</sup>

#### STATEMENT OF THE DELEGATION OF THE UNITED STATES:

THE DELEGATION OF THE UNITED STATES OF AMERICA, while generally sympathetic to measures looking to "the peaceful orientation of public instruction", desires to point out that the system of education in the United States differs from that in other countries of the Americas in that it lies largely outside the sphere of activity of the Federal Government and is supported and administered by the State and Municipal authorities and by private institutions and individuals. The Conference will appreciate, therefore, the constitutional inability of this Delegation to sign the above Convention.

#### V. CONVENTION BETWEEN THE REPUBLIC OF ESTONIA AND THE REPUBLIC OF FINLAND CONCERNING THE INTELLECTUAL CO-OPERATION BETWEEN THE TWO COUNTRIES. SIGNED AT HELSINKI ON DECEMBER 1, 1937.

*Article 7.* The two Governments consider it to be of great importance that in the schoolbooks in use in the two countries emphasis should be laid on the culture, life and conditions of the other Contracting State and that such accounts should be written in a spirit of friendship and truth. To this end, the two Governments undertake to furnish each other with information concerning the history, geography, ethnography, etc., of their respective countries.

1. The following signed the Convention: Argentine, Bolivia, Cuba, Ecuador, Paraguay, Peru, and Uruguay; it was both signed and ratified by: Brazil, Colombia, Costa Rica, Chile, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama, Dominican Republic and Venezuela, according to information released by the Organization of American States, July 1, 1947.

VI. POLAND-FINLAND CULTURAL ACCORD. SIGNED FEBRUARY 14, 1938.

*Article 7.* To effect the revision of the school textbooks of the two countries in order to render possible a more accurate knowledge of the two countries.

VII. ARGENTINE-CHILEAN CONVENTION. SIGNED JUNE 3, 1938.

The Government of the Republic of Chile and the Government of the Argentine Republic,

Being persuaded that the best means of maintaining and strengthening the traditional links of friendship uniting their peoples lies in suitable training of the coming generations,

Have determined to enter into a Convention regarding public instruction, and to that end appointed as their plenipotentiaries: For the President of the Republic of Chile:

M. José Ramon Gutierrez, Minister of Foreign Affairs and Commerce;

For the President of the Argentine Republic:

M. José Maria Cantilo, Minister of Foreign Affairs and Religion;

Who, after exchange and approval of their respective Letters of Credence, have agreed as follows:

*Article 1.* In order to eliminate all one-sided and tendentious opinions and in order to strengthen the general feeling of solidarity to be found within the framework of American history as a whole and within the traditional union between Chile and the Argentine in particular, there shall be set up in Santiago and Buenos Aires Commissions for the revision of the teaching and textbooks of national and Pan-American history and geography, which Commissions shall consist of five members each and shall be aided by the universities of both countries, of the Academy of History, the Chilean-Argentine and Argentine-Chilean Cultural Institutes and the respective National Commissions of Intellectual Co-operation.

*Article 2.* The Commissions of Revision shall, in their respective countries, with due regard for liberty of opinion, see to the removal from textbooks of all expressions offensive to the dignity of



nations and contrary to historical truth; such revision shall further be directed to repairing historical omission and to correcting statistical errors in geography.

*Article 3.* The Commissions for the revision of history and Pan-American and national geography shall publish a comprehensive collection of carefully chosen works of representative Chilean and Argentine authors for circulation in teaching establishments and among the general public.

*Article 4.* This Convention shall be ratified and shall come into force immediately after the exchange of the instruments of ratification, to be effected at Santiago at the earliest date possible.

Each of the High Contracting Parties shall be entitled to denounce this Convention at any time, but the Convention shall not cease to be operative until six months after communication of the denunciation aforesaid.

In faith whereof the afore-named Plenipotentiaries have signed two copies of this Convention and thereto affixed their seals at Buenos Aires on the third day of June, in the year one thousand nine hundred and thirty eight.

VIII. ARGENTINE-URUGUAYAN CONVENTION. SIGNED SEPTEMBER 26, 1938.

*Article 4.* In conformity with the directives of the Contracting Parties, steps shall be taken for the revision of the textbooks employed in the teaching of national and Pan-American history. The Commissions responsible for such revision shall be appointed by their respective governments and shall, with due regard for the liberty of opinion of authors, devote particular attention to removing from such textbooks all expressions offensive to national dignity and to repairing all historical omissions or errors of statistics and geography in such texts with information of accepted accuracy.

IX. GERMANY-ITALY CULTURAL ACCORD. SIGNED NOVEMBER 23, 1938.

*Article 26.* Each of the High Contracting Parties shall prevent the translation or distribution of works which, falsifying the his-

torical truth, are directed against the other country, its form of government and its policies. In like manner, each of the High Contracting Parties shall prevent the translation or distribution of tendentious literature by political refugees of the other country.

X. CHILE-URUGUAY AGREEMENT FOR THE REVISION OF SCHOOL TEXTBOOKS. SIGNED AUGUST 31, 1943.<sup>1</sup>

His Excellency the President of the Republic of Chile and His Excellency the President of the Eastern Republic of Uruguay, animated by the desire to encourage the friendly relations existing between both peoples and convinced that this friendship will be still further strengthened by the accurate knowledge which the new generations will have of the geography and history of their respective countries, have agreed to conclude a special agreement, and for this purpose have appointed as their Plenipotentiaries:

For the President of the Republic of Chile:

M. D. Joaquin Fernandez Fernandez, Secretary of State for Foreign Affairs; and

For the President of the Eastern Republic of Uruguay:

M. D. José Serrato, Engineer, Secretary of State for Foreign Affairs.

Who, having communicated their full powers, found in good and due form, have agreed as follows:

*Article 1.* The Government of the Republic of Chile and the Government of the Eastern Republic of Uruguay will order a revision of the textbooks at present used for the teaching of national history in their respective countries, so that the main emphasis shall be placed on whatever contributes to the knowledge, understanding and co-operation of both countries, and particularly on what has been done to promote inter-American solidarity, on acts contributing to the peaceful co-existence of the two countries and the development and progress of national and international jurisdiction, and on the general spread of their moral, scientific, intellectual and artistic values.

*Article 2.* The Government of the Republic of Chile and the Government of the Eastern Republic of Uruguay will ensure the

1. Ratified August 21, 1946.



periodical revision of textbooks used for the teaching of geography, so that they shall be in harmony with the most recent statistics, and give an approximate idea of the wealth and productive capacity of both countries.

*Article 3.* In order to give effect to this Agreement, the revision referred to in the foregoing articles shall be entrusted to the respective National Commissions of Intellectual Co-operation or to some other official and competent body chosen by the Governments, which shall appoint technical Committees for the purpose.

*Article 4.* The present Agreement shall be ratified as soon as possible and the instruments of ratification shall be exchanged at Santiago, Chile. It shall remain in force indefinitely until one of the High Contracting Parties shall give notice six months in advance of its intention to end it.

In faith whereof, the above mentioned Plenipotentiaries do hereby sign the present Agreement and affix their seals thereto.

Done in duplicate, each copy being authentic, at Montevideo, 31 August 1943.

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